

BOARD OF NAVAL OFFICERS.

LETTER

OF

THE SECRETARY OF THE NAVY,

COMMUNICATING, IN ANSWER TO

A resolution of the House, reports of the board of officers ordered to examine into the condition of the navy yards.

MARCH 2, 1860.—Referred to the Committee on Naval Affairs and ordered to be printed.

NAVY DEPARTMENT, *March 1, 1860.*

SIR: I have the honor to acknowledge the receipt of the resolution of the House of Representatives of the 16th ultimo, requesting the Secretary of the Navy to communicate to the House "the report of the board of naval officers, directed some time during the year 1859, to inquire into the abuses of the navy yards," and do transmit herewith copies of the reports made by Commodore Gregory and others, who were, on the 1st of April, 1859, ordered to examine into the condition of the navy yards at Portsmouth, New Hampshire, Boston, New York, Philadelphia, Washington, and Norfolk.

I am, very respectfully, your obedient servant,

ISAAC TOUCEY.

Hon. WM. PENNINGTON,

Speaker of the House of Representatives.

GENERAL REPORT OF THE BOARD OF INVESTIGATION
IN REFERENCE TO NAVY YARDS.

WASHINGTON, D. C., *June 20, 1859.*

SIR: Having concluded their reports on all the yards, in which they have endeavored to give an impartial view of matters as they exist under the present system, the board beg leave to make a few general recommendations in connexion with the subject on which they have

been engaged, and which, if carried out, will, in their opinion, effectually relieve the navy yards of all the abuses that have so long existed in them.

Organization of yards defective.

All the troubles in our navy yards are owing to the system on which they are organized, and not owing to a want of proper administrative talents in the heads of departments. We trace the same evils from yard to yard, and although in some they exist only in a minor degree, yet they are inherent in the system of all.

Proper officers should be selected to command yards.

In the inauguration of a new system, much will depend on the persons appointed to carry it out. On the good judgment, activity, and vigilance of the commandants of navy yards, depend the all-important matters of order, efficiency, and economy; and great care should be taken in the selection of officers for these important trusts. *Seniority* does not always insure the proper qualifications for the performance of the duties of commandant, and there is no safe rule but in the appointment of those who are known to possess them fully.

Commandant—his powers and duties.

In the government of a navy yard the commandant should be considered in the same position as if in command of a ship; and all persons employed by the government within its walls should be held to the strict observance of the laws of the navy as applied to yards; and no person should ever be employed who sets those laws at defiance, or refuses to subscribe to a strict enforcement of them to the letter.

Officers' duties to be clearly defined.

It is one of the essential points, and a matter of primary importance, involving the most important interests of the service, that the position of every officer attached to a navy yard should be clearly defined, proper duties assigned to them, and their rights acknowledged by every employé, so as to correct abuses and save the government from fraud. At present the authority of the commandant is extremely limited, and though he has the nominal power of approving of certain appointments and discharging men, yet this authority confers no actual power on him, is not general throughout the yards, and is not sufficient to enable him to correct abuses.

Abuses in the employment of men.

The privilege or authority granted to master workmen of selecting their own mechanics has led them into the error of attempting to govern them independent of the executive authority of the yard, and has been productive of much disorder in many ways, amongst which

is the well established fact of the employment of a much greater number of men than were necessary, and a marked inefficiency in the character of those employed.

Some admissions have been made leading the board to believe that master workmen have been overruled in their convictions of honesty to the government by outside influence, on which depended, as they were made to believe, their own positions and continuation of employment. As long as master workmen are subject to these influences, the evils now existing in our navy yards will continue; and though checked for a time by some temporary order, they will break out on the first favorable opportunity.

Military rule in navy yards recommended.

It is therefore recommended (to insure greater efficiency and economy) that the navy yards be placed at once under strictly military rule, and that the commandant alone be held responsible for the faithful performance of the duties of all those under his command.

Master workmen—how they should be appointed.

That all master workmen shall be nominated by the commandant, and be appointed to office after a strict and careful examination into their moral, physical, and mechanical qualifications; that when they receive a certificate of having passed their examination before two naval and one of the civil officers of the yard, they shall receive an appointment signed by the Secretary of the Navy, which shall continue during good behavior; and no master workman shall be removed except for improper conduct, mal-performance of duty, or a violation of the rules and regulations of the yard.

Master workmen abuse their privileges.

The board believe that the present system of allowing master workmen the sole selection of the men employed under them, without check, is injurious to efficiency and to the military organization of the yard; detracting from the power of the commandant, and making him, in fact, subordinate to the will of the master workmen.

Employment of men—respecting.

Therefore they recommend that it be abolished, and that master workmen be directed to nominate to the commandant, with the sanction of the heads of their respective departments, the men to be employed; and that when any doubt exists as to their efficiency, or the motive which induces their employment, the executive officer, first lieutenant, and one of the chiefs regulating the divisions of labor in the civil department of the yard, shall institute such inquiries into the matter as may be necessary to rectify any abuses before the requisitions are laid before the commandant for his final action.

Register to be kept of persons desiring employment.

It is further recommended that the executive officer of the yard keep a register of all competent persons who desire to receive employment in the several departments, and that when a requisition is made the number be selected as far as practicable from such lists.

Rules and regulations necessary.

No yard can be efficient unless proper rules and regulations are established, embracing all its departments. It is recommended that this be done as soon as possible, and that internal rules for the better government of each yard be printed, framed, and hung up in all the public offices and work-shops of the yard, as well as at the main entrance, so that no one may plead ignorance thereof; that such regulations be carried out to the letter, and any non-observance of them shall subject the offender to severe reprimand, or dismissal from his position, if the case should require it. These regulations should define as clearly as possible the rank, authority, and duties of each officer, as well as the duties of the heads of different departments. They should also explain what is expected of master workmen and those under them, and regulate the duties of the police of the yard.

Executive officer—his powers and duties.

The executive officer of a yard is the pivot on which the efficiency of the establishment turns; and if an officer is selected for this important duty without a due regard to qualifications necessary for the position, there can be neither harmony, discipline, efficiency or economy. There are elements in the organization of yards requiring tact and good judgment to regulate; and it is recommended that in selecting an officer for this duty, the department be governed by the same rule suggested in the case of commandants; that officers be selected with regard to their peculiar fitness for this duty, whose skill and ability are well known, and who, while possessing firmness of character, should exercise sound judgment in dealing with persons unaccustomed to military discipline.

Peculiar fitness for the duties of executive officer necessary.

It should be the duty of the executive officer to carry out all the orders of the commandant, and see that the rules and regulations of the yard are obeyed. All orders from the commandant should be transmitted through him, and all requisitions for labor or material in any of the departments of the yard should be laid before him before they are sent to the commandant for his approval. He should, in fact, know everything that is going on, and be able to give the commandant full information on all subjects relating to the duties of the yard.

Executive officer should be familiar with everything going on.

The executive officer should, when practicable, go through all the different work-shops daily, and inform himself if the work is being done efficiently and economically ; it should be his duty to lay before the commandant at any time, for dismissal, the name of any person who may be found idling his time, or guilty of violating any of the rules of the yard ; he should also recommend the reduction of gangs of men, when he may consider they have been too long employed on a job of work.

First lieutenant's duties, &c.

The executive officer should transmit to the first lieutenant such instructions as the wants of the service may require ; and the latter officer should exercise a general supervision over all departments of the yard not under the direction of a superior officer, and report all abuses to the executive.

Sailing master—his duties and powers.

The board recommend that the sailing master of the yard have charge of all the laboring gangs which are at present under the charge of the master laborer, and that the office of master laborer be dispensed with ; that masters' mates be employed to do the duty of foremen of gangs, who shall receive an addition of ——— cents a day on laborers' pay, and keep the men at work under the direction of the master or other naval officer of the yard. The laboring gangs comprise a large number of men attached, in greater or less force, to every department of the yard, are necessarily much divided, and cannot conveniently or properly be placed under any particular head, but it should be done as far as it can be effected, and the men detailed by requisition of the heads of departments, on the master at morning muster.

Office of master laborer unnecessary.

The office of master laborer has been found to the satisfaction of the board so useless and detrimental to the discipline of the yards that they feel no hesitation in recommending its abolishment. There are one or two cases where master laborers have served faithfully for years, (as in the Washington yard,) and are very useful men. They could receive appointments of masters' mates, and their pay continued to them.

Ordnance officer—his powers, duties, &c.

It should be the duty of the ordnance officer to have charge of all matters appertaining to his department. This branch of duty has grown up of late in the several yards, and the work is conducted more efficiently and economically than it has ever been before. The depart-

ment, however, cannot be considered as complete while any one branch of the duty is carried on under the direction of another person.

Gun-carriage maker should be under ordnance officer.

It is therefore recommended that the gun-carriage maker, now under charge of the constructor, be transferred altogether to the charge of the ordnance officer of the yard.

Steam engineer's department—respecting organization.

The board are of opinion that it would conduce very much towards a military organization, as well as to efficiency and economy, to place a chief naval engineer at the principal yards, in charge of all steam engines in operation and under construction, with all their dependencies, including machinists, plumbers, founders, copper-smiths, armorers, and tinner, making, in fact, one mechanical head for that department, instead of having so many as at present. It is also proposed to substitute foremen for masters in those departments where they now exist.

Warrant officers' berths now filled by civilians.

The board consider it a matter of great importance to the best interests of the service, that every office and duty in the yard be assigned to proper officers of the navy, whenever it may be practicable, or where their duties assimilate to those performed on board ship. There are now persons employed in the yards on large pay, in situations due to meritorious officers. This allusion is more particularly intended for the warrant officers, boatswains, gunners, carpenters, and sail-makers.

This class of officers, after having performed good service at sea, enduring many privations, find themselves in a measure excluded from the privileges enjoyed by most other grades, in the consequence of civilians holding, on shore, situations which ought to be the reward of their services. Independent of its being an act of justice, the board recommend that those positions be filled by warrant officers, on the ground of efficiency and economy.

Police requires re-organizing.

The police of the yards, as now regulated, cannot be said to be as efficient as is required by the large amount of property to be protected, and the board recommend that a thorough re-organization be made in this department, not only in the duties of the watchmen, but in the quality of men to be employed.

Captains of watch—what should be their duties.

It is proposed that there shall be one or more captains of the watch in all yards, whose duty it shall be to make all the details of

watchmen, and carry out such orders as they may receive from the commandant. It should be the duty of the captain of the watch, whose station should be at the main gate, to keep a book in which he should register the names of all persons whatever employed in the yard, who go out of the gate or enter it during working hours, noting in a column for that purpose the time any person may have been absent from the yard; and the captain of the watch is to lay the book referred to on the desk of the executive officer every morning at eight o'clock; and it shall then be his duty to report all irregularities to the commandant of the yard. The watchmen should be divided into sub-officers, who shall have a certain amount of authority under the captains of the watch, and take their places during sickness or suspension from duty, but on ordinary occasions they are to perform their tour of duty like other workmen. In a navy yard where there is more than one gate watchmen should be instructed to allow no master or other workman to pass out or in during working hours except at the main gate, whilst employed in the yard.

Watchmen to make arrests.

To enable the watchmen to make arrests, it is recommended that wherever it can be done, no person receive the appointment of watchman who has not also received the appointment of deputy outside the yard, in case of trespassers escaping through the gate or over the walls.

Watchmen should be uniformed.

To make the office of watchman more imposing, it is recommended that a uniform be substituted for the incongruous dress now worn, the uniform to consist of a blue frock coat and pants with watchmen's buttons on the breast, and a watch cloak of uniform pattern for cold or rainy weather; they should wear a uniform cloth cap with brass numbers for watchmen and plated letters for the captain designating their rank. Added to this the captains of watch should wear a brass star on the right breast and the watchmen a brass star on the left breast.

Watchmen—how to be mustered.

It should be the custom when watchmen are going to their different beats to march there in squads, using as much military form as may make their force imposing without actually making them a military party; besides this the watchmen should be provided with arms suitable for day and for night.

Naval constructor—his powers and duties.

The office of naval constructor of the yard is a very important one, and he should be entitled to all due consideration to enable him to perform efficiently the duties he is to preside over. He cannot be

expected to build a ship either efficiently or economically unless he has more authority than he now possesses over the master workmen or others employed under him. It is therefore recommended that he shall be consulted by the master workmen, (and most particularly the master ship carpenter,) whenever they are called upon to perform any duty relating to ships, or about the number and quality of the men to be employed, and it should be the duty of the constructor to report to the commandant any one in the mechanical department who is not, in his opinion, an efficient person, and to recommend his discharge.

Construction and repair to be separate from equipment of ships.

The duties of constructor should be confined to the construction and repairs of ships, and he should be entirely relieved from the duty of equipment, which more properly comes within the scope of the duties of a naval officer.

Civil engineer's department—abuses in.

It is believed by the board that more abuses exist in the civil engineer's department than in any other department of the yard, particularly in the navy yard in New York, where, by reference to the evidence of the civil engineer, assistant engineer, and others, it will be seen that many persons were taken on at that yard at times when they were not actually wanted, but it was done to please an outside influence, from which grew many abuses.

Buildings in yards sufficient.

There are now erected, and in the course of construction, buildings sufficient for the present wants of the navy; it is, therefore, the opinion of the board that the office of civil engineer in the yards be abolished as soon as the exigencies of the service will admit of it.

Naval store-keepers—how their duties are performed.

Some of the naval store-keepers have been represented to the board as faithful and attentive to their duties, and they have endeavored impartially to give to each one the full share of credit due to him, and to withhold it from those who have neglected the public interests. It appears, however, to the board that the office of naval store-keeper is an unnecessary expense, and should be re-organized. The public property in store should be under the charge of a naval officer already in the receipt of a salary, which would be an economical arrangement, besides strengthening the military organization of the yard.

Office of store-keeper a political one.

The store-keeper's office is now considered a political one, and has generally been given to some person as a reward for political service, and will continue to be so considered as long as it is regulated on the present system. No political office ought to exist in an establishment that is, by the nature of the work going on, and the manner in which

it is governed, purely military. Every office of the kind weakens the efficiency of a navy yard. By a reference to the evidence in the case of store-keepers, it will be perceived that there is little or no responsibility attached to the office, and that, generally speaking, its affairs are conducted in rather a loose manner.

Store-keepers should be naval officers.

This, taken in connexion with the other reforms required in this office, induces the board to recommend that the duty be hereafter performed at all the yards by a naval officer.

Mustering of men—how performed at present.

The mustering of men is, in most of the yards, conducted in a very loose manner, not being supervised by the proper officers—too many mustering points allowed; no checks existing against fraud; in some cases the authorized mustering clerk being away; and a great deal of time being lost to the government by the method adopted of mustering.

Reform suggested.

It is in consequence recommended that the clerk of the yard shall be present at all musters, and that there shall be only two points in any yard where the mustering shall be done; that both these points be in the same building, and close enough to each other for the supervising officer to overlook the duty; that the clerk shall have a good assistant, who shall muster at one point while he musters at another; and he shall shift about from one point to another from day to day.

Time of mustering in winter.

It is but just and proper that the government should receive the same amount of labor as is received by outside establishments, and it is recommended that in winter, when the days are less than ten hours in length, the bell shall commence ringing at sunrise, when the men shall be mustered, and that the labor continue until sunset. This will give the government an average amount of labor of about nine hours, which they are fully entitled to.

Master workmen should attend at muster.

It should be a rule never to be departed from that the master workmen and foremen should always attend the muster, and stand by with a check book to check off their men, which is done now in only one yard that the board have visited.

Water-closets needed in yards.

It is recommended that properly-constructed water-closets be placed at convenient points in all the yards, much time being now lost to the government by the workmen going to and coming from the un-

sightly and offensive privies, placed, at some of the yards, in conspicuous and remote places.

Master workmen—what should be required of them.

It should be the duty of the master workmen, after the men have been mustered, to see that they go promptly to their work, and that they do not leave until bell-ring. They should set a good example themselves, both in going promptly to their work and not leaving until the last moment.

Master workmen should be held strictly responsible for the efficiency of their departments; should hold themselves ready at all times to give the executive officer all the information he may require, and report when a job of work commences and when it is finished.

Useless offices should be abolished.

It is desirable, whenever the interests of the service will admit of it, to do away with such master workmen as can be spared, and have their places filled by foremen. In some yards it would be well to do away with certain offices altogether; for instance, in the Norfolk yard there is a master house, and a master ship joiner, one of which, it is satisfactorily proved to the board should be abolished.

There are now employed in the navy yards, at—

New York,	one	master	blockmaker	and	29	men.
Boston,	"	"	"	"	23	"
Norfolk,	"	"	"	"	18	"
Philadelphia,	"	"	"	"	21	"
Washington,	"	"	"	"	7	"

Blocks should be made only at Boston and Norfolk.

It is recommended that all the blockmaking establishments be suspended, excepting in Boston and in Norfolk; the expenses incurred in these departments annually amount to \$62,000 for labor alone, and it is firmly believed that a saving of \$30,000 annually will be thereby effected.

Discharging men—a fixed rule should be adopted.

In discharging men, some rule should be adopted by which less discretion should be left to master workmen. At present, as appears on evidence, the master workmen are unwilling to recommend discharges, and frequently keep men on longer than is necessary, owing to a discretion being left to them as to who shall and who shall not be discharged. It is therefore suggested, that the gangs shall at all times be kept at the lowest possible number, so as to insure, as near as can be, a continuous and steady work. The constant expansion and contraction of working gangs is extremely injurious, and affords an excuse for multiplying the number of men.

Its advantages.

It is recommended, therefore, that the discharges commence, in all cases, with the men last taken on ; this, it is believed, will put a stop to a very great abuse, that of keeping men employed after there is no further necessity for their services ; for, as the selection for discharge will not depend on the master workmen, and is but the effect of a certain rule, they will not hesitate to perform their duty, being relieved from the odium of making a discrimination.

This arrangement will also secure to the government the services of the best workmen, those at the top of the list, who have been longer employed, and who would naturally be more conversant with the manner of doing the government work, and feel more identified with the yard.

Concluding recommendations, &c.

In making the above recommendations and suggestions, the board have confined themselves to the observation of facts that have come within their knowledge, and they firmly believe that if their recommendations are adopted and strictly carried out by the commandants, the best military organization will be introduced into all our yards, making these establishments models of efficiency and economy.

Accompanying papers referred to.

We transmit herewith documents numbered from one to six, inclusive, being records of evidence taken in the navy yards at New York, Norfolk, Philadelphia, Boston, Portsmouth, N. H., and Washington, in the order in which they were examined, together with a special report on each yard ; to which is annexed a schedule of master workmen, clerks, and others, which the board recommend should be employed.

All of which is most respectfully submitted, and we have the honor to be, your obedient servants,

F. H. GREGORY, *Senior Officer.*

G. J. VAN BRUNT, *Captain.*

C. H. POOR, *Comdr. U. S. N.*

JAC. R. TUCKER, *Comdr. U. S. N.*

DAVID D. PORTER, *Lieutenant.*

Hon. ISAAC TOUCEY, *Secretary of the Navy.*

No. 1.

NAVY YARD, NEW YORK.

WASHINGTON, D. C., June 20, 1859.

SIR : In obedience to your order of the 1st April, 1859, the board of officers, as directed, commenced investigations at the navy yard, New York, and have now the honor to make an especial report on that yard.

Regulations of the yard.

As no navy yard can be efficient in all its departments without a good set of regulations, the board deemed it their duty to examine critically into the regulations of this yard, drawn up by Commodore Breese, in December, 1858, a copy of which is attached to the appendix.

These regulations the board consider defective, inasmuch as they do not go sufficiently into the details of duties belonging to the different departments of the yard; they do not define sufficiently the military authority of the yard, and they are liable to be altered at the option of a new commandant. The regulations are also defective in not pointing out the rights and privileges of the several departments, and the relative position to be occupied by each one in the performance of any duty within the jurisdiction of the yard.

The commandant of a navy yard should be invested with full powers, so that every subject that might be made a matter of dispute could be regulated on the spot, and the numerous appeals to the Secretary of the Navy be prevented; but the board do not find that the commandant of the New York yard possesses that authority which properly belongs to his position; for, though he actually approves all the acts of the several departments, his approval is a mere form, and his duties as an officer have become so restricted of late years that he cannot prevent any of those abuses which have so much increased the expenses of our navy yards; any attempt to curtail which has resulted in the discomfiture of the commandant, or his representative the executive officer, to whom he has delegated his authority.

Commandant—his allowances, clerks, &c.

For the purpose of enabling the commandant to perform all the duties required of him in his official correspondence, the board recommend that there be allowed in his office the following clerks and assistants: one secretary, at \$1,200; one second clerk, at \$960; one porter, at \$456; and one office messenger, at \$391.

The board find that there are now employed one or two writers beyond the number above enumerated, and are of the opinion that they are unnecessary.

Officers' quarters abuses.

The board felt it their duty to inquire if there were any abuses connected with officers' quarters, and cannot say they have discovered any, unless it be an abuse for the commandant to have a garden and an assistant to work in his garden inside of the yard, and keep the extensive public grounds attached to his quarters in proper order.

The board are not aware that there is any authority beyond that of the commandant for the employment of these persons. It is a practice that has existed since the navy-yards were first established, and no doubt has been approved of by some former Secretary of the Navy. It

is very certain that the commandant could not afford to remunerate men himself for keeping the public grounds in order ; and in consideration of this fact the board are of opinion that the persons alluded to are necessary ; at the same time they are of opinion that no commandant should employ more than the number now in use at the New York yard, who should only be permitted to work in the garden and about the public grounds, and never be employed in any domestic duty.

Boat recommended.

The commandant should, for official reasons, always have a barge at his disposal, and it is recommended that a good boat be kept ready at all times for his use on board the receiving ship, and to be manned by sailors from that vessel ; and even though the boat may not be wanted by the commandant, it should at all times be kept ready for service, in case it was required to make an official visit to a foreign vessel of war.

Executive officer—his duties, &c.

The board have received much assistance from the executive officer of this yard in ferreting out abuses, and suggesting remedies. The duties of this officer have been very onerous, owing to several departments in the yard not acknowledging his authority, and rendering it extremely difficult for him to perform his proper duties without embarrassment ; called upon, as he may be at any moment, and as he frequently is, to assume all the duties of commandant for an indefinite period, he should at all times be made acquainted with every matter of practical duty in all the departments of the yard, and is expected by the present regulations to be thoroughly posted up in every thing relating to the duties going on.

Executive officer—his power, &c.

To enable him to comply with the regulations, he should have all requisitions for labor or material pass through his office ; he should at all times have authority to correct any abuses, or make any inquiries relating to the public service that he may think proper to institute ; but the executive officer of this yard, independent of his own resources for keeping up discipline, has been almost ignored by all the subordinate departments, who should look to him only as the organ of the commandant, for orders or instructions, and should consult with him freely on all matters relating to the public duty.

Present executive officer very energetic.

Credit is due to the executive officer of this yard, Commander Foote, for his indefatigable endeavors to carry out the regulations in the different departments, and to maintain discipline throughout this large establishment. He has exhibited considerable tact and ability in re-

gulating the insubordinate spirits who have heretofore set all rules of order at defiance, under the impression that the military authority was but nominal, and that their offices were created for the benefit of an outside influence—an influence extremely detrimental to the interests of the government.

It has long been the custom for the master workmen, and others belonging to the yard, to leave their post without permission, and whenever it suited their convenience to do so; but this irregularity was checked by the executive's placing a porter at the main gate, (with the commandant's sanction,) whose duty it was to note on a pass-book every one attached to the yard who entered or left under any pretence.

This precaution has effectually remedied one of the greatest evils existing in the yard; for heretofore almost any one could absent himself the moment the muster was over, and it is a well established fact that *some* of the master workmen spent much of their time, during working hours, outside of the yard. But for the circular of the 14th December, 1858, issued by the Secretary of the Navy, strengthening the authority of the commandant, the executive officer would not have felt himself strong enough in authority to have carried out the above regulation.

First Lieutenant—his duties.

The first lieutenant of the New York yard is at present partly performing the duties of executive officer, and at all times is employed in carrying out his orders. The duties are generally very onerous, and no further obstacles should be thrown in the way of the performance of them. To enable him to attend to the duty of hauling ships, he has to call upon the master laborer of the yard for men, without having the authority to select such persons as he may deem efficient. The master laborer of this yard has claimed the same privileges as enjoyed by other master workmen, and only employs such men as *he may* think suitable, and the first lieutenant is, in consequence, hampered in the performance of his duty. He should be expected to go through all the shops of the yard daily, and report if the workmen do not attend to their duty; but the first lieutenant, even if invested with any such authority, could not exercise it, owing to the insubordinate condition of the different departments of the yard, at the head of which are the master workmen, who do not acknowledge the right of the first lieutenant to interfere with any of the abuses in their departments.

The duty of the first lieutenant should be to detail the workmen connected with the work on the ships or about the yard, and to regulate them, independent of any person excepting his superior officer. There is a great deal of loading and unloading of ships, handling of anchors, guns, ropes, provisions, &c., in the New York yard, all of which should be superintended by the first lieutenant. His duties should be general, under the immediate direction of the executive officer of the yard

Master—his powers, duties, &c.

The master of the yard has the general supervision of the yard laborers. It has been the custom heretofore to appoint a 2d lieutenant to perform the duty now performed by the master. Some inconvenience has been felt on account of the withdrawal of one or two old masters from the yard. Having been employed many years in one capacity, they became conversant with certain duties not familiar to a person who has had little experience at navy yards.

An old and valuable officer (in his line) has lately been attached to the New York yard as sailing master, and it is recommended by the board that his present duty may become permanent. They also recommend that he shall take charge of all the yard laborers proper, holding the same relation to them as is now held by the master laborer, and the authority of the latter should be taken away, if the useless office be not abolished altogether.

Master laborers.

There could not possibly be a more useless office than that of master laborer, as it is at present regulated in the navy yard at New York. It is a well known fact that the present incumbent has taken on worthless and inefficient men, and in certain cases so many were employed that it added very much to the expenses of the yard without any commensurate advantage.

There is a certain amount of patronage attached to the position of master laborer of the New York yard, which it will be found impossible to break up without abolishing the office altogether, and the board unhesitatingly recommend that this be done as soon as possible. Independent of the many ill effects caused by taking on so many inefficient persons, the master laborer is very insubordinate and inattentive to the orders he receives from his superiors, arrogating to himself an authority which he is not justified in exercising under any circumstances whatever.

Master laborers can be dispensed with.

The duty now assigned to the master laborer would be much better performed by the sailing master of the yard, and executed with a faithfulness seldom to be met with amongst such persons as would seek a master laborer's berth, who had no stimulus (beyond the gains of the office) to make them faithful to the government.

Ordnance officer—his duties, how performed.

The ordnance department of this yard is in this good condition; everything bears the character of efficiency. The work heretofore done by contract is now being done by men in the ordnance department under the immediate supervision of the ordnance officer, and is of much better quality than that heretofore supplied to ships. The

organization of this department is entirely military, and good order and harmony reigns throughout. No complaints are made by the officers against the men, and the commandant of the yard is satisfied with the manner in which the duty is generally performed. The efficient state of this department affords an argument to the board for the establishment of a like discipline in all the departments of the yard. The ordnance buildings are sufficiently large for all the purposes of fitting out required in our small navy, and the board would suggest that no further addition be made to it.

Inspector of provisions—duties, how performed.

The office of inspector of provisions, clothing, &c., under the superintendence of a purser in the navy, is in excellent condition. Its duties are apparently performed promptly, efficiently, and as economically as their magnitude and importance would admit. There are twenty-three persons employed (including the superintendent,) all of whom appear to be necessary, and rated by proper authority. The mills for the preparation of coffee, pepper, mustard, &c., for the whole service, necessarily increase the number of persons employed beyond other stations where only the ordinary duties common to all are required. Every thing in and about this department gives evidence of great industry, attention, and care; affording another strong proof of the efficiency of a department when regulated by good military rule.

Naval engineer—those under him.

The naval engineer has under his charge all the steam engines in the yard, the machine shop, foundry, boiler-shop, pattern-shop, oakum factory, and plumber's department. He has four master workmen under him, but is of opinion that foremen could perform the duties just as well, provided they were nominated by the engineer, by and with the approbation of the commandant. Bringing these departments all together under one mechanical head, (which the engineer is,) much simplifies the duties and fixes the responsibility on one person, instead of dividing it amongst a number. The engineer testifies that no master workman can perform these duties properly while enjoying a position independent of the naval rules and regulations; and he finds that now he cannot control the expenditures or regulate the number of men employed, until the present system is altered, and the authority of master workmen is modified.

Engineers should be head of the department.

The plan of placing a naval engineer at the head of the above-mentioned department, seems to work well in this yard, and though he has not the immediate control in the selection of the men, yet the requisitions go through him, and he can bring to the notice of the commandant any improper person whose name may be sent to him. The naval engineer is strongly in favor of abolishing all the master

workmen in his department, or to reduce their authority; he deposes to having been threatened by them that they would bring political influence against him, when he objected to having a foreman forced on his department, which objection was concurred in by the commandant.

At present the department of naval engineer is not thoroughly organized; he has entirely too many men employed, owing to his having no authority to interfere with the selection or discharge of men, in consequence of which many persons under him are entirely incompetent to perform their duties. He complains of abuses in his department, but was not prepared to state what they were, beyond the fact that the men do not attend to their duty. The only remedy for this is an entire re-organization of the department of naval engineers, giving him full power to recommend the removal of such persons as he may deem unnecessary. In one instance there is a person (Mr. Far-ron) employed at a salary of \$1,500 per annum to take care of and run the engine for pumping out the dry-dock, which duty can be performed by any one appointed temporarily, as the engine is seldom in motion.

Naval engineer allowances.

The following allowances are recommended in the above department, if the present system is continued, and should not be deviated from, unless sanctioned by authority of the commandant.

One naval chief engineer; one writer, at \$2 50 per day; one draughtsman, at \$2 90 per day; one assistant, at \$2 per day.

Engineers.—One master, at \$2 75 per day; two engineers, at \$2 per day; two do., at \$1 75 per day; five firemen, each \$1 25 per day.

Machinists.—One master, at \$1,500 per annum; one foreman, at 3 per day; three apprentices, at \$1 12 per day.

Boiler-maker.—One foreman, \$3 per day; one quartermaster, \$2 25 per day.

Pattern-makers.—One foreman, \$3 per day; one quartermaster, \$2 per day.

Oakum-maker.—One foreman, \$3 per day.

Founders.—One foreman, \$3 per day; one quartermaster, \$2 25 per day.

Plumbers.—One foreman, \$3 per day; one apprentice, \$1 12 per day.

No minors to be allowed in any of the above departments.

The board are of opinion that many more men are employed in the above departments than are necessary; and, as they could not be expected to obtain accurate information on the subject, they recommend that the commandant of the yard institute rigid inquiries into the matter, appointing his executive and other officers to investigate into the number of men employed in each shop, and recommend what reduction may seem to them advisable. When once the number is reduced, it should be kept within proper limits by the commandant himself.

Warrant officers' duties—how performed.

The warrant-officers of the yard, the boatswain, gunner, carpenter, and sail maker, are officers of the navy, and are directly amenable to the rules and regulations for the better government of that branch of the public service. Their departments are all conducted under the immediate direction of the executive officer, and are exceedingly efficient. Should any abuses exist in them they can be instantly remedied by the commandant of the station.

Police.

The board have found the condition of the police efficient. The public property appears to be well protected at all points, and the number of watchmen (independent of marine posts) seems to be ample to guard effectually every point in the yard. In a yard surrounded by so promiscuous a population, it behooves the commandant to exercise great care in the selection of watchmen. None but citizens of known character for sobriety, intelligence, and integrity, should be employed, and the custom of employing substitutes, now practiced in the New York yard, should be broken up. When a vacancy occurs, through leave of absence or otherwise, the commandant, or his executive, should see that a proper person is appointed to perform the duty.

The police have no other uniform than a star on the breast, not distinguishable at a short distance, and they present a strong contrast to the city policemen, whose uniform has a very material effect in preserving good order.

Police modifications proposed.

It has sometimes been necessary for the watchmen in the yard to attempt the arrest of persons committing trespasses on the public property after they have escaped through the gate. This sometimes involves them in difficulty, and it is recommended that before any person is taken on as a watchman he shall have obtained the position of deputy outside the yard. This is done in some cases in the New York yard, and watchmen are enabled to arrest a person inside or out.

Naval constructor, and those under him.

Under the constructor's department are included the several departments of shipcarpenter, joiner, blacksmith, boatbuilder, caulker, blockmaker, sparmaker, and painter, over whom the constructor should exercise a general supervision when employed on work under his direction. The abuses long practiced in these departments are believed to be of great magnitude, and involving much expense. The board have consulted the experience of the present intelligent constructor of the New York yard; who, although presiding over and directing the mechanical operations going on in the eight mechanical departments, has had but a nominal control or consequence over any

of them. He has had no right to interfere in the employment or discharge of any person under any circumstances; nor to do anything conflicting with the privileges of master workmen; consequently, though he is responsible for the work going on, he cannot control the expenditures of the labor account as he might otherwise do. The number of master workmen, foremen, and quartermen, now employed in this yard has increased of late years, adding largely to the expenses without increasing the efficiency of the yard. In comparison with the private ship yards in and about New York, this yard is maintained at much greater expense in consequence of employing so many men at high rates of pay, and not allowing the constructor to exercise sufficient authority to enable him to curtail the expenses. In extending the authority of constructor of this yard, it is not intended to invest him with any power independent of the commandant; for while his authority is more extended he should be kept under strict military control, and subordinate to all the rules and regulations of the navy. In examining into the condition of those matters over which he had immediate control the board cannot speak in too high terms of his department. He is practically, though not theoretically, subordinate to all the rules of the yard, and in conforming to the regulations sets an example worthy to be followed. He recommended (and the board agree with him) that the following shall be the number of master workmen, foremen, and quartermen, allowed to the New York yard, and not to be increased without due consideration.

Naval constructor—allowances, &c.

One master ship-carpenter, under the immediate control of the constructor.

One carpenter's quartermen, according to a general rule of one quartermen over thirty men, and this rule not to be deviated from, unless the commandant, after proper representation from the constructor, shall deem it necessary to increase the number; the quartermen so appointed to be considered as working men, and not merely as overseers.

One master joiner, with one foreman to assist the master and work at the bench, and to have a quartermen, when the gang is large, at the discretion of the commandant.

One master smith, with one foreman to assist the master.

One master caulker, with one foreman to assist with the mallet.

One master sparmaker, with one leading workman, to work with his tools, like other men, and receive twenty-five cents per day additional pay, and look after workmen.

One master painter, and a leading man, as above.

One master boatbuilder, with one leading man, as above.

One master blockmaker, with one leading man, as above.

One superintendent of saw-mill and planing machines, as now regulated.

The timber inspector should also be under the immediate direction of the constructor; should have an office in which to keep his

accounts; and be allowed one writer, at two dollars per day, to post up his books.

The office of master cooper in this yard should be abolished, and one foreman of coopers appointed, at a rate of twenty-five per cent. advance on the pay of first class workmen. The small number of men employed in the cooper's shop at New York navy yard does not justify the employment of a master cooper.

Civil engineer—his duties, how performed.

The board have found the civil engineer's department in a completely disorganized state, and apparently independent of any military authority. There is a total want of harmony throughout the department. The engineer and his assistant appear to be in a state of undisguised hostility to each other, and, owing to these dissensions, the public duty has been wretchedly performed. Abuses of a very grave character appear to have existed and still do exist, and will likely continue until a thorough reform is made throughout the department.

Civil engineer's assistant—his duties assigned to another.

In the first place, the assistant engineer, appointed by the Secretary of the Navy, and bearing the character of a very efficient officer, has been entirely ignored by the civil engineer; his duties taken from him and transferred to the draughtsman, increasing thereby the expenses of this department, and rendering it necessary to employ other persons to perform the duties of draughtsmen. In the absence of the chief engineer the assistant assumes by right the superintendence of the work going on, which, in the opinion of the board, is a proof of his competency.

In consequence of the assistant engineer being kept in a subordinate position to that to which his duties called him, it became necessary to employ two additional persons to act as draughtsmen.

Civil engineer's department—abuses, &c.

It appears from the evidence of the chief engineer, the assistant engineer, and draughtsman, that great abuses have existed in the engineer's department in consequence of inefficient persons being forced on them by outside political influence; and the chief asserts that this pressure was so great that he was obliged to yield to it. Here, now, is an example of the necessity of every officer in the yard being independent of political influence, and amenable only to the rules and regulations of the navy. Had the engineer been in an independent position he would, without doubt, have repelled indignantly any attempt to coerce him in employing incompetent persons. Under any circumstances it is a fraud upon the government, which, if continued, would in the end make our navy yards mere political hotbeds, and would finally lead to their abolishment. The assistants of the chief engineer, according to the pay-roll, are as follows, viz:

Civil engineer—his allowance, &c.

	Per annum.
One chief engineer.....	\$2,000
One assistant engineer.....	1,500
One draughtsman.....	900
Two writers, at \$2 50 per day.....	1,500
One diver, doing duty of clerk, at \$2 50 per day.....	780
One laborer, (office man,) at \$1 12 per day, say.....	350
Total.....	<u>7,030</u>

The writers have been falsely rated and returned on the pay-rolls ; one as a diver, the other as a machinist. Other exceptionable ratings have been made in this department, three inspectors of gravel amongst them.

Civil engineer and assistant—both not necessary.

The chief engineer, when questioned whether the office of engineer and assistant were both necessary, answered that they were not ; and the assistant engineer concurs in the same opinion. In the opinion of the board, the number of persons employed is entirely too large ; and the abuses generally in this department have been so manifest and great that the board have no hesitation in recommending its reorganization, for the present on a reduced scale, commensurate with the present requirements of the service. There is no necessity now, nor is there likely to be, for a large engineers' establishment in the New York yard. The board therefore recommend that a head be appointed as a constructing engineer, with the medium salary of the two now employed, \$1,750 per annum ; one draughtsman, at \$900 per annum ; one clerk, at \$750 per annum ; and one office attendant, at \$1 25 per diem ; the draughtsman and clerk to perform all the duties of the office. Here at once would be a saving of \$3,280 per annum.

Civil engineer—present incumbent deprecates existing abuses.

In the appointment of civil engineer at this yard, it appears that the present incumbent received his appointment through the influence of political friends, to whom he felt bound to afford assistance during a late political contest. The board, though, feel bound to say that the engineer strongly deprecated any such practice, and earnestly expressed a desire to see the yard under a stronger military organization ; having been educated in the naval service, he is fully aware of, and ready to subscribe to, the importance of having the strictest subordination kept up in every department of the yard. He admits that this only can be done by placing the power of selecting men in the hands of the naval authority of the yard. "Officers are independent of any political influence, are amenable to a court martial in case of any abuse of authority, and can be removed at a moment's notice, at the mere option of the Secretary of the Navy."

Civil engineer—his mode of employing men reprehensible.

The engineer has rendered himself very liable to censure for the course he has pursued in permitting the number of men in his department to be increased for political purposes. His conduct in this respect offers a strong argument in favor of depriving any future engineer of the power to do harm in that respect.

Naval storekeeper—his duties and responsibilities.

The office of naval storekeeper is supposed to be one of great responsibility, more so than any office attached to the yard. The storekeeper is obliged to give heavy bonds for the security of the government property under his charge, and is allowed to have the appointment of all his assistants. Formerly the responsibilities were really of some importance, but since the establishment of a department of provisions and clothing under a purser in the navy, and an ordnance department under a naval officer, the storekeeper has been relieved of a large amount of responsibility, over a million's worth of property having been taken from his charge and transferred to the above-mentioned department. In consequence, the amount of property under the storekeeper's charge is very small, compared with the importance with which the office seems to be invested.

Presuming that the storekeeper's responsibilities are as great as they are supposed to be, it would naturally follow that the incumbent should be selected for the knowledge of the business he presides over, and the fear of involving himself in pecuniary difficulties would prevent his allowing his duties to be performed altogether by his subordinate clerks.

Storekeeper neglects his office, &c.

The board do not find this to be the case with respect to the storekeeper in the New York yard. Whatever may be his capacity to serve the government, he has given very little proof of it in the administration of the affairs of his office. The duties of storekeeper are performed almost entirely by the head clerk, the storekeeper himself being engaged in other business too important to be neglected for any duty he may owe the government. He seldom visits the yard, and then only when it suits his convenience, and does not seem to recognize the military rules of the yard. The storekeeper gives as a reason for his non-attendance, that the duties are so simple that they can be carried on by a clerk; that his absence is not at all felt, and that in fact he has only a nominal supervision, which he exercises only when it would not interfere with his private business, which he considers of more importance than the trust confided to him by the government; indeed, he takes the ground that when he accepted the office of naval storekeeper, it was not expected of him by the government that he would conduct the affairs of the office otherwise than he has done; that he accepted it with reluctance, and with the express understanding that it would not require his personal attendance.

Storekeeper's views as to his duties, &c.

Whatever understanding Mr. Herrick may have had from other quarters, the board are of opinion that the care and supervision of the public property under his charge requires his constant attention. It not unfrequently happens that the commandant requires information relating to public matters in the storekeeper's department, which he can only obtain by sending an official communication a long distance to the storekeeper's house in New York. This occasions delay, frequently detrimental to the public interests, and imposes an onerous correspondence on the commandant of the yard, from which he should be exempt by right of his position.

Office of storekeeper, as at present constituted, should be abolished.

Mr. Herrick was questioned particularly by the board whether any great business qualifications were necessary to enable any one to perform the duties of naval storekeeper, and the answer was, "none at all," and that "any one in one week could make himself familiar with all that was going on." This, in the opinion of the board, is one of the strongest arguments in favor of abolishing the office of storekeeper at New York altogether. The duties heretofore performed by the storekeeper have been divided between the separate departments, the least valuable part of the property being left in the hands of the storekeeper. If the duties are so simple (as represented by Mr. Herrick) that they can be performed by a clerk, there is no necessity for a storekeeper with a large salary, whose principal time is occupied in attending to his own affairs.

Office of storekeeper—reorganization recommended.

When the office of storekeeper was first established, persons were selected for storekeeper either as a reward of merit, or for their peculiar fitness for the duties, and they were allowed to remain there as long as they were faithful to the government. This state of things no longer exists—the office has degenerated into a reward for political services, which perhaps arises as much from its uselessness as from any other cause. In view of its being not absolutely necessary, the board recommend its reorganization on a new plan, which will be touched on hereafter. Great dissatisfaction has been given of late years about the manner in which the duties of storekeeper have been conducted in the New York yard, and its inefficiency is made more apparent by the manner in which the duties of the department of provisions and clothing, and ordnance department are carried on, both of which were attached to the office of the navy storekeeper.

Benefits of having the office of storekeeper filled by a naval officer.

The board have been very much strengthened in their opinion on this subject by information received from all quarters in the yard, as well

as by their personal observation. The pay is not sufficient inducement for any one with an important business to undertake the affairs of the office. The installation of some naval officer already receiving pay from the government, and directly under the control of the commandant, would tend to increase the military organization of the yard, and relieve the government from those numerous applications for this small office, which must be so annoying. At present the office is sought after with the avowed determination of giving its duties no more attention than suits the convenience of the incumbent. The testimony of Commodore Breese and others, and the admissions of Mr. Herrick and his chief clerk, justify the board in coming to the above conclusion.

Storekeeper's employés—number, pay, &c.

The number of employés in the storekeeper's department is much larger than is necessary, consisting at present of—

One chief clerk at \$1,200 per annum; one second clerk at \$900 per annum; two writers (\$2 per day each) \$626 per annum; one person at \$1 50 per day, and one at \$1 25 per day; and fifteen other persons in and about the office and store-houses, amounting in all to \$10,080 75 per annum. In place of the number of persons now employed, the board recommend that a reduction be made as follows, viz:

One chief clerk at \$1,200 per annum; one second clerk at \$900 per annum; one writer (at \$2 per day) \$626 per annum; one receiver (at \$2 per day) \$626 per annum; total \$3,352—making a difference in the expenses of this office of \$6,728 75. In this estimate is not included the number of men employed to handle stores, which arrangement should be broken up, and the men provided by requisitions on the executive officer of the yard, who could inform himself if they were required or not.

The buildings now occupied by stores are scattered about the yard, and it would conduce very much to economy to have the public property placed in buildings close to each other and near the water.

Clerk of yard—duties, how performed.

The duties of clerk of the yard and mustering officer seem to have been well performed as far as the present incumbent can control them; the system is all wrong, and subject to great abuses. Much of the duties of the clerk have been discharged by irresponsible persons beyond his immediate supervision, in places distant from the mustering office, and the abuse will continue to increase until the loose manner of mustering men in the different parts of the yard is abandoned. The custom now is to muster the men at two points at the mustering office, and in the different shops—the names being called off by the writers of the constructor or some other irresponsible persons for the purpose of getting the men sooner at their work; but, owing to the abuses this plan is subject to, the board recommend that it be abandoned, and that the muster be made at the proper office in presence of one or more of the commissioned officers who are attached to the yard, and the muster stations should not be more than two. It is also recommended that

the master workmen and warrant officers shall also be obliged to attend all musters, and be reported by the clerk when they are not present ; and they should be obliged to stand by with a check-book and check off their own men, in company with the clerk or his assistant.

Should it be necessary, on account of numbers, to divide the men, the clerk of the yard should alternately muster either division to see that no fraud is committed. There should also be a standing order that no person be exempt from muster unless by the written order of the commandant of the yard.

Muster—detail of, laborers, &c.

It should also be the rule that the first or second lieutenant, in his absence, require all requisitions for details of yard-laborers to be made on him at the mustering office, and he should previously inform himself, so that the detail might be made promptly and the men sent off to their work as expeditiously as possible. It should also be the duty of the officer attending the muster to make a tour of the yard as soon after muster as possible to see that the men do not idle away their time on the road.

Master workmen should not absent themselves.

It is now (or was until the order of 14th December, 1858,) the practice of master workmen to come into the yard from fifty to sixty minutes after bell-ring, and to leave from twenty-five to thirty minutes before ; this custom prevailed while the board were in session at this yard, and they had ocular proof that the men left their work long before bell-ring. This custom has arisen from the fact that smiths and painters have been excused ten minutes for the purpose of allowing them time to wash themselves, and the other shops in the yard have finally fallen into the same practice, and will continue to follow it until it is strictly forbidden for any one to leave the shops or work until the tap of the bell. The master workmen should stay until the last moment to keep the men at work, and see the fires secure before they leave the yard.

Muster—abuses in.

In mustering the men, the clerk should oblige every one to pass right in front of him, and endeavor to make himself familiar with their faces, so as to avoid a chance of being imposed on by one person answering for another.

It is sometimes the custom for the clerk of this yard to countersign checks given to the men by the master workmen. This practice should be broken up, and no one should be allowed to be passed outside for any cause, unless his check is countersigned by an officer of the navy attached to the yard.

The present clerk is efficient and trustworthy, and has performed his duties for many years to the satisfaction of the officers who have

commanded the yard ; and if his department is properly organized, there will be no likelihood of any fraud being committed in the mustering of men.

Organization of yard.

The organization of this yard cannot be said to be good while conducted on the present plan. Though nominally a naval establishment, and intended entirely for naval purposes, the real authority is not invested in the hands of the proper persons. In almost every department of the yard under charge of master workmen and other civilians, there are many more men employed than are absolutely necessary, and the naval officers of the yard have not the power to arrest the evil. In every department conducted by a naval officer, and more under the immediate control of the commandant, there is little or no trouble, and everything is conducted with a due regard to efficiency and economy.

Employment of men—abuses in.

It has been proved by the evidence before the board that in every department under the charge of master workmen, men have been taken on when not required, and their mechanical qualifications even not taken into consideration as much as their political proclivities.

Great efforts have been made by the military authority to keep matters in a proper condition, but no commandant can exercise an immediate control unless his order shall be sustained by higher authority ; and he feels that his just decisions will not be set aside by the representation of a master workman or a foreman, who, in fact, holds a very subordinate position on the rolls of the yard.

Officers—their efforts to correct abuses.

The officers in the New York yard are at this moment straining every nerve to make all the departments efficient, and establish a proper amount of responsibility wherever there may be any deficiency. They are aided only in a measure by the master workmen, who, not feeling secure in their positions, incline to lean to their patrons who hold high political appointments, and would, if permitted, ignore the naval authority altogether. This state of things does not arise from any moral defect in the character of the master workmen, who are, with few exceptions, excellent men and good mechanics ; but they, one and all, testify that they had to trim their sails to the political breeze for fear of having some one put in their places who would be more pliable to the requests or commands of outside influence.

Regulations of the yard cannot be enforced under the present system.

The regulations of the yard are good, so far as they go, but they can never be carried out until every employé is made to feel that the commandant is the only person responsible to the government for

every duty going on. It has been the custom in this yard for almost every master workman to employ one or more persons, rated as laborers or mechanics, to perform clerical duties, and this abuse costs many thousand dollars a year. The board recommend that every person so employed shall be dispensed with, and not allowed in any department without authority of the commandant, who shall fully satisfy himself of the necessity of such writers before he approves the requisition.

Fire department—its condition, &c.

In the organization of the yard is included the fire department, which was turned out and exercised, and found to be in very fair order; when properly exercised it will be very efficient. It has only been within the last few months that fire bills have been made out at this yard, and the men stationed at the different engines. A good fire department is a very important institution in a navy yard, where so much property is at stake; and it is recommended that the fire department in this yard be improved by an addition of two new engines of the most approved plan, with sufficient hose to reach any part of the yard where fire may be likely to occur.

Public property—its protection, &c.

The public property seems to be kept in a good state of preservation, and the general appearance of the yard is good. There seems to be sufficient number of buildings now up and in progress for all the requirements of the navy, and it is recommended when those new buildings are finished that no more be erected. It is to the interest of the civil engineer to keep as many works going on as possible, that the necessity for their employment may be made apparent. One-half of the money appropriated for the navy is expended on useless buildings and other works, which, if built by a private individual, would not have cost near so much.

Yard encumbered with material.

There is a great deal of stone material scattered about, very much impeding the work, and impairing the general efficiency of the yard. This has occurred owing to the contractors being allowed to force the material on the yard sooner than it was wanted. Independent of the inconvenience arising from lumbering up the yard, a very great expense is incurred in moving the material from place to place to make room for other work which may be important. Thousands of dollars are expended in this way, and the abuse offers a plausible excuse to civil engineers to crowd the yard with men whose services could well be dispensed with.

Ordinary men recommended.

There are no ordinary men attached to this yard, and the duty of taking care of the ships in ordinary devolves on the receiving ship.

A small corps of about thirty shipped men, with the rates of seamen, ordinary seamen, and landsmen, to live in the yard under the master's direction, and to be employed in clearing up, stowing and mooring ships, attending to the public grounds, and other general duties, would be much more effective and economical than the daily laborers now employed on such service; besides, a body of men so employed would be a safeguard always at hand in case of fire or other emergencies, and could be made to act as attendants and runners at the various offices. The wages, including rations, would be little more than one-half of what they now are.

Master's mates recommended.

In addition to the officers now attached to the yard, it is recommended that two master's mates be appointed to act under the master, lead the ordinary yard men, and perform general duties; to wear the uniform, and be subject to all the rules and regulations of the navy.

Master should live in the yard.

It is very important that the master of the New York navy yard should be obliged to live inside of the yard, for the purpose of maintaining discipline, and looking out for the preservation of the public property.

It is, therefore, recommended that he be provided with quarters.

Officers of the yard should be sustained.

In conclusion, the board would beg leave to recommend that the efforts now being made by the officers in the New York navy yard to maintain discipline, introduce economy and efficiency, and break up the system of political patronage, be sustained by the head of the department. They are convinced that no navy yard can be made efficient, or to serve the purposes for which it was intended, unless the commandant of the yard is supported in the exercise of his legitimate authority, and the minor departments are held strictly responsible, and the heads of them liable to dismissal for any act subversive of the discipline by which our naval establishments should be governed.

Annexed is a schedule of the persons which the board recommend to be employed, in addition to those mentioned in the constructor's, civil engineer's, steam engineer's, and store-keeper's department, before enumerated.

We have the honor to be, very respectfully, your obedient servants,

F. H. GREGORY, *Senior officer.*

G. J. VAN BRUNT, *Captain U. S. Navy.*

C. H. POOR, *Com'r U. S. Navy.*

JOHN R. TUCKER, *Com'r U. S. Navy.*

DAVID D. PORTER, *Lieutenant.*

Hon. ISAAC TOUCEY,

Secretary of the Navy.

Schedule of allowances for the New York Yard, in addition to those already enumerated in the constructor's, civil engineer's, steam engineer's, and storekeeper's departments.

COMMANDANT'S OFFICE.

One clerk, \$1,200 per annum ; one second clerk, \$960 per annum ; one porter, \$456 per annum ; one messenger, \$1 25 per day.

ORDNANCE DEPARTMENT.

One writer, \$2 50 per day ; one writer, \$2 per day ; one messenger, to attend also on the commander's office, \$1 25 per day ; one foreman of gun-carriages, \$3 12.

THE OFFICES OF BOATSWAIN, GUNNER, CARPENTER, AND SAILMAKER.

To be filled by warrant officers of the navy. One foreman of riggers, \$2 50 per day ; one foreman of sailmakers, \$2 81 per day.

MASTER OF THE YARD.

Two master's mates, to assist in looking after yard laborers, each \$2 per day.

INSPECTOR OF PROVISIONS, ETC.

One clerk, \$750 per annum ; one writer, \$2 per day ; one receiver, \$2 per day ; one assistant, \$2 per day ; one receiver of clothing, \$2 per day ; one assistant, \$1 50 per day ; one superintendent of mills, \$3 per day ; one assistant, \$2 per day ; two laborers at coffee mills, each \$1 25 per day ; four laborers for packing clothing, \$1 25 per day ; seven laborers for packing provisions, \$1 25 per day ; one office boy, 75 cents per day.

PURSER OF YARD.

One clerk, \$750 per annum ; one writer, \$2 per day ; one messenger, to attend lieutenant and clerk of the yard also, \$1 25 per day.

CLERK OF YARD'S OFFICE.

One clerk of the yard, \$1,200 per annum ; one check clerk, \$2 50 per day ; one writer, \$2 per day.

TEAMSTERS.

One head teamster, (to receive Sunday pay,) \$2 per day.

POLICE.

Three captains, (first, second, and third,) each \$1 75 per day ; thirty watchmen, \$1 50 per day.

GARDENERS.

One gardener for commandant, \$1 50 per day ; one gardener for commandant, \$1 25 per day ; one gardener for commander, \$1 25 per day ; one gardener for lieutenant, \$1 25 per day ; one gardener for surgeon, \$1 25 per day. Not to be employed from the first of November until the 1st of March.

In the foregoing schedule, ordinary men and persons belonging to the dispensary are not included ; nor are mentioned mechanics, laborers, teamsters, &c., as many of whom shall be employed, at the usual rates, as the commandant may deem necessary.

No. 2.

NAVY YARD, NORFOLK.

WASHINGTON, D. C., *June 20, 1859.*

SIR: After having made as thorough an examination of the New York navy yard as circumstances would admit, the board went directly to the Norfolk yard, and proceeded to make like inquiries there.

The following report is the result of their investigation, and in accordance with the record :

Importance of the yard noticed.

The Norfolk yard is not (perhaps owing to its position) liable to be so governed by political influences as the New York yard. It is the largest and most important yard in the United States, and serious injury would result to the service if such were the case, and due regard was not paid to efficiency and economy.

Erroneous views of the officers as to abuses existing.

It becomes a very difficult matter to ferret out the abuses of so large an establishment as the Norfolk yard, when there is but one opinion from the commandant down that no abuses exist ; and had not the board ocular proof every day of the abuses in this yard, and had confined themselves merely to the testimony of the officers, the department might at this time be under the impression that one yard in the Union was in the highest state of discipline, and there was little to complain of on the score of economy and efficiency.

Commandant liable to be imposed upon by the workmen.

Reasonable allowance must be made for the evidence of the commandant, when he says that no abuses of any kind exist in the yard. The duties of his office confine him more or less to his desk, where his mind is occupied with an onerous correspondence; he seldom comes in contact himself with the personnel of the yard, who communicate with him generally through his organ, the executive officer. It is the interest of every one to keep all abuses covered up so that he can not discover them, and when he goes the rounds of the yard there is an apparent alacrity amongst the workmen, which the commandant is pleased to think exists throughout the day.

Difficulties experienced in ferreting out abuses.

The board were much facilitated in the first yard they examined by the desire of the officers to see abuses rectified, and their consciousness of the many evils existing and requiring to be corrected by stronger authority than they possessed; but there seems to have been a blind infatuation amongst some of the officers of the Norfolk yard regarding its efficiency in every respect, which is not sustained by any evidence except their own; no doubt these officers were fully convinced in their own minds that the government was faithfully served by every one employed in the yard; and if we take the standard of service in navy yards for the last ten years, perhaps they were justified in thinking so; but it does appear to the board that many of the abuses existing might have been known to the officers of the yard, who had been on duty there a long time, when the board, with all the disadvantages they were working under, discovered them in a few days.

Wants of officers much felt.

In some respects this yard labored under great disadvantages, and the most prominent one was, the want of officers to enable the commandant to carry out such regulations as might have been instituted. There has been but one lieutenant in this large yard, (two having been ordered to Paraguay,) upon whom, by regulation, devolved a multiplicity of duties, which one man alone could not possibly attend to. No commandant can be expected to keep up discipline in a yard, have the appropriations expended economically, maintain that perfect efficiency which the department seems desirous shall exist, unless he has the requisite number of officers to assist him.

Regulations of the yard not enforced.

The regulations of the Norfolk yard are sufficiently comprehensive, if carried out, to maintain good order throughout every department; but the board regret to say that they are not carried out either to the letter or in spirit. Out of fourteen articles for the preservation of discipline, &c., only six are carried out, and the rest only partially

observed. No matter how good any set of regulations may be, they are valueless unless placed in the hands of those persons who are to be governed by them ; and the printed regulations of all yards should be posted up in every part of the establishment, so that no one could profess ignorance on the subject. There is but one set of regulations, that the board are aware of, in existence in the Norfolk yard ; they are kept in the commandant's office, subject to the examination of any one, but not likely to be called for by the persons most interested in becoming acquainted with them.

Executive officer—his duties, powers, &c.

The executive officer of the Norfolk yard is invested with all proper authority as far as the orders of the commandant go ; is required to exact a rigid compliance with all regulations—noting delinquencies and reporting them to the commandant—and has all the general authority to keep order usually conferred on persons in such cases. Admitting the evidence of the executive officer, that there are no abuses, it would be fair to premise that all the regulations are put in force ; but there is other evidence on record to prove the contrary. The executive officer of this yard, after saying there were no abuses, admits “that politics is the bane of the Norfolk yard,” and that “a good man can be run off by the system at present existing, or by a combination against him.” He cites an instance where the government lost a good master workman by a combination of his men against him, and finally lost the foreman for some cause connected with the above mentioned combination. Notwithstanding the authority with which the executive officer *seems to be* clothed, he admits that he could not help it in any way, if master workmen chose to keep on inefficient men ; which testimony is adverse to the opinion of the executive officer expressed elsewhere, when he says the yard is only deficient in organization with respect to the number of officers. As an argument adverse to the above opinion, he admits “that he has a general supervision, but has no right to interfere with the work going on in any department.”

Duties of executive officer—how performed.

This is an anomalous position for any officer to hold, if he can possibly avoid it ; and it is reasonable to suppose that the executive officer of this yard has found himself so hampered, and unable to carry out the regulations in the face of so many combinations, that he has gone along quietly and done his duty to the best of his ability, avoiding dissensions with the hidden power of the constructor, master workmen, and others, which has never failed to cause the discomfiture of any officer who has attempted to run counter to it.

It is the custom in all well-regulated yards for all persons (no matter who they are) to obtain permission from the executive officer before they leave the yard under any pretence whatever ; but the constructor, civil engineer, and storekeeper leave the yard whenever they please—for which, however, they are in no way to blame, there being no regu-

lation to the contrary in the book of regulations, though there has been an order lately issued by the commandant forbidding the officers alluded to leaving the yard during working hours. Another order has also been issued to the master workmen not to leave their shops until bell-ring, and the executive is under the impression that the order is carried out; but the board have ample proof that this regulation, like many others, is a dead letter, affording another example, if any is wanting, of the loose manner in which duty is carried on.

The executive officer here should have the authority of keeping off inefficient men, which he cannot do now by the present regulation allowing constructors, master workmen, and others to send their requisitions for laborers direct to the commandant, who could not be supposed to know if such were efficient or not.

The executive officer goes over this yard twice a day or oftener, and goes through the shops, which, though a means of making the men work while present, is no guarantee against their idling away their time when his back is turned. A critical examination of the work going on at the time in one shop would be of much more benefit than a general supervision of the whole. As far as the stowing of vessels is concerned, and fitting them out generally for sea, the executive holds his proper position, and is assisted in his duties by the first lieutenant, the only other commissioned sea officer on duty in the yard.

Ordnance department—its present condition, &c.

The new ordnance building will, when finished, be a fine establishment; the ordnance department is at present very incomplete for the want of such a building, which, when constructed, will meet all the requirements of the service for many years to come.

All the stores belonging to the ordnance are not at present properly arranged and preserved, and the department appears to disadvantage.

In one of the wings of the ship-houses are stowed a quantity of gun-carriages in a bad state of preservation. The ordnance officer complains that he has no room to store them; but this kind of property is very expensive, and it should be the duty of the ordnance officer to make proper representations when he wants the means to take care of the property under his charge.

Ordnance officer—his powers, duties, &c..

The ordnance officer did, however, in September last, make complaints to the commandant of the state of his department; altogether, the ordnance at Norfolk does not compare favorably with that in New York. The laborers though are subordinate and respectful, and no more men seem to be employed than are necessary. There is one fault in the arrangement of the ordnance department at this yard—the ordnance officer is held responsible by the bureau for any defects that may occur in the construction of gun-carriages. The gun-carriage maker is only nominally under his orders, while in fact the ordnance officer should control everything in any way connected with his departments.

Department of provisions and clothing very efficient.

The department of inspector of provisions and clothing is administered by an officer who has been a short time in his present position. This department has been brought to a high state of efficiency, and the same system is carried on now, under Purser Johnson, as in New York. There are now large buildings going up for provisions and clothing, which, when finished, will afford ample room for all provisions required for the navy at this station. It is recommended, when these buildings are finished, that no more be erected for the same purpose.

Naval steam engineer—his powers, &c.

The naval steam engineer has charge only of the steam engines building and undergoing repair, and can only be said to have a nominal authority over those departments, where he should exercise almost unlimited control. Even in the boiler-shop, where the steam engineer is constantly supervising the work that is going on, he has no say whatever in the selection of the men, and testifies that all the men employed in the boiler-shop are not competent to perform their work. He is firmly of opinion that the government cannot continue to build steam engines at the yards, on account of the expense of construction, unless the system is so altered as to place the power of selecting men in other hands. He is of the opinion (and the board concur with him) that the steam engines in the navy can be built better and cheaper if the steam department is properly organized. There is not the same arrangement here with regard to the position of steam engineers that exists in New York.

The engineer there approximates to the mechanical head of the steam department and its dependencies, while the engineer at the Norfolk yard might as well hold a subordinate position to the workmen, for all the authority he now has.

Steam engineer's department—too many men employed in.

He testifies that the government work could be done with two-thirds the number of men now employed, which would, in the opinion of the board, be a reasonable reduction. The engineer is also of opinion that, if he had naval engineers as his assistants, he could perform fully one-third more work than is now done, provided all the machine shops and dependencies were under one head. In the opinion of the engineer the men "are kept longer on work than is justifiable, to avoid the necessity of discharging them, which causes great expense; and that only by a thorough and systematic military organization can the yard be kept up economically and efficiently."

Outside influences—commandant should have power to resist.

From his testimony it appears that "an outside influence is constantly brought to bear on every workshop in the yard," and he is in

favor of making the command of the commandant as absolute as it is afloat." Though this opinion of the engineer may be subject to criticism, he has no doubt been brought to this conclusion by the maladministration of affairs in the different departments, and his zeal for the service has made him recommend a system that no doubt would settle all difficulties at once.

Steam engineer's department—how it should be organized.

There is now employed in the departments properly belonging to the engineer the following assistants, permanently :

One naval steam engineer.....	
One draughtsman.....	\$2 75 per day.
One master machinist.....	3 50 "
One foreman.....	3 12 "
One foreman of moulders.....	2 81 "
" " " boiler-makers.....	3 00 "
" " " plumbers.....	3 00 "
" " " coppersmiths.....	3 12 "
" " " armorers.....	2 81 "
" writer to steam engineer.....	2 00 "

This allowance should not be increased for the present, and the number of men employed should be reduced in accordance with the rule recommended by the board for the New York yard.

Warrant officers—their position, &c.

The warrant officers of the yard are directly under the control of the executive officer, and no abuses exist in those departments that the board are aware of. The sailmaker's department has been in charge of a civilian for many years, but he has latterly preferred giving it up and obtaining a sailmaker's appointment, having been subjected to much inconvenience from combinations against him by persons whom he would not employ. Officers of the grade of sailmaker find themselves debarred the privileges enjoyed by other grades, in having the position of sailmaker filled by a civilian, as is the case at the Norfolk yard ; and for obvious reasons the board recommend that a naval sailmaker be appointed to fill that department.

Police—present condition.

The police of the yard is represented as good. There are twenty-four watchmen now employed, besides the marine posts, and four more are required by the commandant. The duties of the watchman do not seem to be very arduous, and are confined to short ranges in and about the yard.

Watchman at the gate—his duties, &c.

There is a watchman stationed at the main gate, whose duties might be made very important ; but he has little authority to prevent any

one from leaving the yard during working hours ; there is too much discretion left to this watchman in arresting or reporting any person going in or out ; he has workmen's pay docked sometimes, if in his opinion they stay out too long. On questioning a policeman, the board ascertained that master workmen were in the habit of going out an hour before bell-ring, without the policemen having the right to report the matter to the executive officer. It is recommended that the captain of the watch posted at the gate in the Norfolk yard shall keep a pass-book, in which shall be inserted the name of every person whatsoever who may leave the yard during working hours, which book shall be laid before the executive officer every morning at eight o'clock.

Policemen not armed or uniformed.

The policemen are not uniformed, (with the exception of a star on the breast,) and present rather a shabby appearance. These watchmen have nothing in the shape of arms, and the only weapon they carry is a stick, which, in case of necessity, would be of no use whatever.

Naval Constructor Hartt—his good character—how he performed his duties, &c.

The department of naval constructor has been conducted by a very intelligent gentleman—Mr. Hartt—who, since the meeting of this board at Norfolk, has died in the discharge of his duties.

Mr. Hartt had been constructor at this yard for twelve years, and had gained many friends, owing to his estimable character, and for his fearless sacrifice of all personal considerations during a time of great peril, in the midst of pestilential disease.

With every quality to adorn the position he held, he made himself less useful than he might have done if he had exerted himself more to sustain the naval authority in the yard—laboring frequently under a false impression that his rights were invaded, and that he could exercise almost as much authority as the commandant himself. These radical notions detracted very much from the character of the man, while they in no way interfered with his attention to his duties in any department under him. He lived long enough to complain to this board of the difficulty he encountered, under the present system, in carrying on his duties, owing to his having no authority over the men in his department, which could not have been well regulated, from the fact that the master ship carpenter claimed the right to nominate his own men, without any reference whatever to the constructor.

Naval constructor's views as to making the position of master workmen permanent.

The constructor was very strongly in favor of making the heads of departments in the yard permanent, partaking somewhat of a military

character ; and his opinions are entitled to a great deal of consideration, owing to his having been brought to this conclusion by the disorganized state of the yard, and having to change opinions long cherished—opinions which involved him in disputes on more than one occasion—and which he would not have yielded up, but from the sternest necessity. For his views, which are rather extended, the board respectfully refer you to the evidence of the constructor brought out before them.

Constructor's department—how it should be organized.

The following allowances are recommended by the board in the constructor's department :

One draughtsman, \$2 81 per day ; one clerk, \$800 per annum ; one writer, \$2 per day ; one office-attendant, (laborer,) \$1 25 per day ; one master carpenter, \$4 per day ; one writer to master carpenter, \$1 50 per day ; one master shipjoiner, \$3 50 per day ; one foreman, to assist and work, \$2 81 per day ; one master blacksmith, \$3 50 per day ; one foreman, to assist and work, \$3 12 per day ; two laborers in smith's shop, each, \$1 25 per day ; one master boatbuilder, \$3 50 per day ; one leading man, with 25 per cent. additional pay to first class workmen, \$2 25 per day ; one laborer, to attend and clean shop, \$1 25 per day ; one master mastmaker, \$3 50 per day ; one master painter, \$3 50 per day ; one leading man, to assist and work, at 25 cents additional pay to first class workmen ; one laborer, to work and attend in shops, at \$1 25 per day ; one master blockmaker, \$3 50 per day ; one leading man, to assist, at 25 per cent. addition to first class journeymen's pay ; one laborer, to attend and clean shops, \$1 25 per day ; one foreman of coopers, at \$2 50 per day.

This department has but little work since iron tanks have been used. There are but five men employed in the shop, and a master-cooper is not required.

In addition to the above allowances, as many quartermen as may, in the judgment of the commandant and naval constructor, be necessary to carry on the duty, may from time to time be rated, not exceeding more than one quartermen to every thirty journeymen employed, to receive 25 per cent. upon first-class workmen's pay ; provided the increased pay does not exceed fifty cents per day. Laborers and apprentices not to be included in estimating the number of quartermen in any gang.

The naval constructor, with the sanction of the commandant, may employ in the above departments as many laborers as in his judgment may be necessary—placing them under the heads of the several departments to be mustered, time charged and returned by them ; and the naval constructor may, in like manner, apportion the necessary number of foremen or leading men to the laborers employed in any gang, allowing, as with the mechanics, 25 cents in addition to the pay of laborers.

No water boys allowed in any of the gangs, or minors employed as laborers.

Civil Engineer—his duties, how performed.

The office of civil engineer is held by a gentleman whose conduct and attention to duty is characterized by the commandant as admirable; nevertheless, there seems to be a good many abuses in this department, which, if not rectified at once, will make the buildings now under construction cost much more than they should.

Office of civil engineer—present force employed in.

There is now on duty in this yard one civil engineer, one assistant, one draughtsman, one clerk, one messenger, and two master masons, one of whom considers that he is performing the duty of assistant engineer; one master mason, in the opinion of the board, is all that is required at this yard at any time, and the way two berths of this kind happened to exist at the same time is, that the master mason, Mr. Herbert, was turned out to make room for an incompetent person, and taken back again ten days after; as the first master mason could not be removed, Mr. Herbert was brought in as superintendent of quay wall, an office not at all required.

The superintendent of quay wall testifies that if he was constructing a private work that he would not employ so many men, and also says that the men in the engineer's department do not work as well as men outside of the yard. If this is so, the conduct and attention to duty of the engineer cannot be said to be admirable, for it is his duty to see that his department is conducted with a due regard to efficiency and economy.

Master mason—but one is necessary.

In view of one of the master masons being unnecessary, the board recommend that one of them shall be abolished; and as Mr. Herbert seems to be the most faithful and competent person, it is recommended that the preference be given to him.

Dock carpenters' gang—should be abolished

Attached to the engineer's department is a gang of men called dock carpenters, whose duty can be performed, according to the testimony, by the carpenter gang. By getting rid of the dock carpenters one more department can be dispensed with, and all the duty of that kind brought under one head, as it ought to be. The dock carpenters' gang originated with the dry-dock, and after they were no longer required there they were kept on the building of quay walls. The engineer complains very much that he cannot carry on his duties to his satisfaction owing to the want of subordination in the work-gangs; he is in favor of the commandant having the entire control of all the appointments of master workmen, and that then he will consider the labor organization perfect.

Military authority too weak.

He thinks the military organization entirely too weak, and that officers should be invested with more authority. He considers that the navy yard at Norfolk is neither civil nor military. This evidence, coming from a civilian who has been connected seven or eight years with this yard, is important, showing that the evil must be very great to bring forth an opinion of the kind from a person holding no military position.

Civil engineer too often absent from the yard.

The board had reason to be dissatisfied with the conduct of the engineer for going to the north so often for the purpose of purchasing material. This has, however, been done in some cases with the sanction of the bureau; but it very much increases the expense of a building if the engineer is permitted to run on to a northern establishment to procure material, when the article required might be obtained nearer at hand. Now that there is a casting and machine shop in the yard, there will be no further necessity for the engineer's leaving his post at all.

Civil engineer's incompetency commented on.

The civil engineer, though theoretically subordinate, was not practically so when questioned by the board relative to a supervision over the selection of men by the executive officer. His evidence on that occasion was very inconsistent, and it was quite evident that he desired to prevent the military authority from exercising that control in his own department which he was so desirous to see established in other departments of the yard.

Lieutenant North, of the navy, was called before the board to give information relative to the system practiced in English dock yards. When asked if he had ever had his orders countermanded by any inferior in the yard, he answered that he had had them countermanded by the civil engineer in a disrespectful manner. This is a state of things which should never exist in a government dock yard, and it offers an argument in favor of curtailing the power of any department whose position enables it to dictate to the lawful authority of the yard.

Storekeeper's duties—how executed.

By the evidence of the officers of the yard the storekeeper's department is in good order in every respect. He is attentive to his duties, attends every day, unless absent by permission, and altogether gives general satisfaction. The commandant is of opinion, however, that his duties could be performed by a purser in the navy, and, as this office is political in its tenure, thinks the same rule should be adopted with regard to it as is recommended for the New York yard.

The board examined every part of the building, and could find no fault in the arrangement, except that there were too many persons employed, some of them old pensioners, who had done good service in the navy.

Mustering of men liable to abuse.

The plan of mustering men here is liable to great abuse. There are five mustering points, so far apart that they cannot properly be attended by a commissioned officer.

The clerk of the yard admits that the plan is subject to fraud, and that he had stated his objections to the head of the bureau. After a man is once put on the rolls he is never mustered again by the clerk of the yard, who musters his own gang; and, if any of the irresponsible persons employed to muster the men at the different points chose to enter into collusion with them, the government would be defrauded.

Muster—first lieutenant should attend.

Although there are so many points of mustering, there is no reason why the first lieutenant of the yard should not be present at those adjacent to each other, for the purpose of having the muster performed properly. The muster on several occasions was attended by members of the board, who were convinced every time they witnessed it that the whole matter was very improperly conducted:

Two points of mustering sufficient.

The board recommend that the muster be performed at two points only, and that a commissioned and warrant officers attend, as at other yards.

Owing to the number of mustering points there are a great many writers employed who might be dispensed with. The services of two at least in the mustering office are not required.

Master workmen—neglect of duty.

The master workmen in this yard do not attend the muster, which they should be compelled to do, and are in the habit of going in and out of the yard whenever it suits their convenience. There are but three or four of the entire number of master workmen who stay in their shop until bell-ring, and notwithstanding a late order to the effect that no master workman shall leave the yard during working hours, the master blacksmith, mason, machinist, and caulker, pay no attention whatever to it. The master workmen as a body are an intelligent set of men, and under proper regulations, and with their powers circumscribed, would no doubt faithfully perform their duties to the government.

The abuse of leaving the yard can never be corrected while the commandant has such limited authority; and if it was fully understood that he had the power to dismiss any one for the violation of the order, the abuse would soon disappear.

Organization of yard imperfect.

In the face of all the abuses enumerated in this report, the board can only come to the conclusion that this yard is not properly organized in any one department. There seems to be a great want of attention to duty in almost all the workshops; and there are more departments than are required. The whip-saw pit, where six men are employed, should be abolished; for as at present conducted it is of no use whatever. The dock carpenter's department is very badly conducted; the men in that department having been seen by members of the board sitting about doing nothing. On inquiring for the foreman, thirty minutes after bell-ring, he was no where to be found.

Boatbuilder's department very negligent.

This inattention to duty in the shops was more particularly noticed in the boatbuilder's department. Out of nineteen men, twenty-five minutes after bell-ring, not one of them was at work, but were chasing each other about the loft. On inquiring for the master boatbuilder or foreman, neither of them could be found at their posts. From their observation throughout the yard, the board were convinced that a much smaller number of men would do all the work now going on if the heads of departments attended to their duties.

Fire department efficient.

The fire department, as a part of the organization of the yard, is an exception to the general rule, and is in excellent condition, apparently competent to extinguish any fire that may occur in the yard. The fire-bell places the men under the control of the constructor, when in fact they should be led by the executive officer and 1st lieutenant of the yard.

General appearance of the yard.

The general appearance of the yard is good, and the building in pretty good order, with the exception of the ship-houses.

The Board discovered that the galleys are not properly taken care of, being stowed in a damp building with a dirt floor. Hemp cables and hausers are also stowed in the same building, much to their detriment. The chain cables are too remote from the water, requiring expensive transportation.

There is a gang of negro men termed "scavengers," whose duty it is to clean up the yard, and perform labor which would be distasteful to a white person. They get a low rate of pay and are very useful in the yard; the number may seem greater than there is any necessity for, but the board are of opinion that they are all required.

Want of system and military authority in the yard.

The board have devoted a good deal of patient investigation into the affairs of this yard, and it would lengthen out this report too much to go into the details of every existing abuse. The fault is in the system practiced in our navy yards generally, and in the absence of proper authority being vested in the commandant.

Master workmen generally politicians.

The master workmen, considering themselves necessary to their political friends, and being assured of protection, have assumed a bearing independent of proper authority, out of keeping with their position, and not to be found in any other navy yard. It is very apparent to the board, although they have not taken much evidence on this point, that the leaders of a majority of the shops are politicians, and have around them a set of men who are selected as much for their political as mechanical character. They nearly all admit the fact, and say, without hesitation, that if their offices were made permanent and during good behavior, it would make their positions independent of their men, and enable them to do their duty faithfully to the government; for the corroboration of which opinion, the board respectfully refer you to the accompanying testimony.

We have the honor to be, very respectfully, your obedient servants,

F. H. GREGORY, *Senior Officer.*

G. J. VAN BRUNT, *Captain.*

C. H. POOR, *Commander.*

J. R. TUCKER, *Commander.*

DAVID D. PORTER, *Lieutenant.*

Hon. I. TOUCEY, *Secretary of the Navy.*

N. B.—There is a custom prevalent in the Norfolk yard, to allow the men to go out one hour before regular bell-ring on election days to vote. This rule exists in no other yard visited by the board, and it is recommended it be discontinued.

The following is a list of the master workmen, clerks, writers, and other employés which the board recommend should be allowed at the Norfolk navy yard:

COMMANDANT'S OFFICE.

One clerk to commandant, \$1,200 per annum; one second clerk to commandant, \$960 per annum; one porter, \$456 per annum; one messenger, 88 cents per day.

ORDNANCE OFFICE.

One writer, \$2 50 per day ; one writer, \$2 per day ; one foreman of gun-carriage makers, \$3 12 per day ; one messenger to attend on the commander's office also, 88 cents per day.

FIRST LIEUTENANT'S OFFICE.

One messenger, to be employed in cleaning up when not otherwise employed, 88 cents per day. The offices of boatswain, gunner, carpenter, and sailmakers, to be filled by naval warrant officers. One foreman of riggers, \$2 50 per day ; one foreman of sailmakers, \$2 81 per day.

MASTER OF THE YARD.

Two master's mates, to assist the master to look after the yard laborers, \$2 per day.

CONSTRUCTOR'S DEPARTMENT.

One draughtman, \$2 81 per day ; one clerk, \$800 per annum ; one writer, \$2 per day ; one office attendant, \$1 25 per day ; one master carpenter, \$4 per day ; one writer to master carpenter, \$1 50 per day ; one master ship joiner, \$3 50 per day ; one foreman, to assist and work, \$2 81 per day ; one laborer, to clean up, \$1 25 per day ; one master blacksmith, \$3 50 per day ; one foreman, to assist and work, \$3 12 per day ; two laborers in smith's shop, each, \$1 25 per day ; one master boat builder, \$3 50 per day ; one leading man to work with tools, and receive 25 per cent. addition on first class journeymen's pay ; one laborer, to attend and clean up shop, \$1 25 per day ; one master caulker, \$3 50 per day ; one master mastmaker, \$3 50 per day ; one master painter, \$3 50 per day ; one leading man to assist and work, and to receive 25 per cent. addition on first class journeymen's pay ; one laborer, to work and attend in shop, \$1 25 per day ; one master blockmaker, \$3 50 per day ; one leading man to assist and work, at 25 per cent. addition on first class journeymen's pay ; one laborer, to attend and clean up shop, \$1 25 per day ; one foreman of sawyers, \$2 81 per day ; one foreman of coopers, \$2 50 per day ; one inspector of timber, \$1,200 per annum ; one writer to timber inspector, \$2 per day.

STEAM ENGINEER'S DEPARTMENT.

One chief naval engineer ; one draughtsman and writer, \$3 per day ; one writer, \$2 per day ; one laborer, office attendant, \$1 25 per day ; one foreman machinist, \$3 per day ; one foreman boilermakers, \$3 12 per day ; one foreman moulders, \$3 12 per day ; one foreman plumbers, \$3 12 per day ; one foreman coppersmiths, \$3 12 per day ; one foreman armorers, \$2 81 per day ; one foreman tinnerns, \$2 50 per day, two assistant engineers, one at \$3, and the other \$2 50 per day.

The above foremen to take the place of master workmen now employed—the gangs being small, masters are not necessary. The chief naval engineer is to have charge of all the engines and machines in the yard worked by steam; to keep them in good order and repair; to see that proper and efficient men are put in charge of the engines, and no more employed for working them than are absolutely necessary.

The naval engineer is to superintend the manufacture of all articles made in the above departments, the fitting of steam engines, and all other matters required in the equipment and repair on board ships coming within the duties of an engineer.

Upon the approval of the commandant, he shall answer all requisitions from other departments, and render to each accurate accounts of costs of work, without delay, after completion.

The number of firemen and coal-heavers to be regulated according to circumstances.

CIVIL ENGINEER'S DEPARTMENT.

One civil engineer, \$2,500 per annum; one draughtsman, \$950 per annum; one writer, \$2 per day; one laborer, office attendant, 88 cents per day; one master mason, \$3 50 per day; one quartermen to every thirty men employed, and such additional quartermen as the civil engineer, with the sanction of the commandant, may deem necessary—the quartermen to receive 25 per cent. addition on first-class journeymen's pay, provided it does not exceed 50 cents per day; one master house joiner; one foreman. The number of quartermen to be regulated by the same rule as in the mason's gang; one to every thirty mechanics, not including laborers and apprentices.

INSPECTOR OF PROVISIONS, &C.

One clerk, \$750 per annum; one writer, \$2 per day; one receiver, \$2 per day; one laborer, \$1 50 per day; one laborer, \$1 38 per day.

PURSER OF THE YARD.

One clerk, \$750 per annum; one writer, \$2 per day; one messenger, to act for the lieutenant, purser, and clerk of the yard, 88 cents per day.

CLERK OF THE YARD.

One clerk of the yard, \$1,200 per annum; one check clerk, \$2 50 per day; one writer, \$2 50 per day.

STOREKEEPER'S DEPARTMENT.

One chief clerk, \$1,200 per annum; one clerk, \$900 per annum; one writer, \$2 per day; one receiver, \$1 75 per day; one receiver, \$1 50 per day; 5 laborers, each \$1 25 per day.

TEAMSTER'S DEPARTMENT.

One head teamster, \$2 per day, to be paid for Sundays and holidays; drivers, as many as the commandant may think necessary, at \$1 25 per day; two attendants for every eight yoke of oxen, and receive \$1 25 each.

POLICE.

Three captains, (1st, 2d, and 3d,) each \$1 75 per day; 26 watchmen, each \$1 50 per day.

No. 3.

NAVY YARD, PHILADELPHIA.

WASHINGTON, D. C., June 20, 1859.

SIR: In taking evidence in all matters connected with the Philadelphia Navy Yard, the following is the result of our investigation:

The Philadelphia yard has been badly governed for some years past, and may be said to have been almost given up at one time to the politicians, who exercised a great control in the number of men to be employed on the government work. There does not appear to have been that system prevailing which should exist in all well regulated yards.

Regulations of the yard imperfect.

The regulations are not at all suitable to the present condition of the yard; many of them are obsolete, and it is doubtful whether their existence is known to half a dozen persons. The present commandant cannot be regarded as responsible for any of the abuses existing at this moment, having been on duty but a short time; and, holding only the position of commandant *pro tem.*, it is doubtful if he has the authority to make any radical changes, while another officer, who has subscribed to the present condition of affairs, may at any moment assume command and disapprove of everything he has done.

Present commandant—his peculiar situation—cannot correct abuses.

One thing is very certain, that the present commandant *pro tem.* will leave no means untried to introduce a wholesome discipline into the yard under his command; and he pursued the proper course to correct abuses while the board were in session, and when they brought to his notice any existing evils. He suffers under the disadvantage of having to reside some distance from the yard, owing to the government's not having provided the commandant with a house to live in, and most of his time is passed out of the yard. The board have laid

it down as a rule that a perfect state of discipline cannot be kept up unless the officers (particularly the principal one) reside in the yard; and the commandant, above all others, should be located where he could be consulted at any moment.

Commandant's office—abuses in.

There are one or two abuses connected with the commandant's office which have existed for a long time, and, having found them to exist when he took charge, he has made no change whatever.

Duties of 2d clerk to commandant, and clerk of the yard—by whom and how performed.

The duty of 2d clerk is performed by the commandant's secretary, who also performs the duty of mustering clerks of the yard. The two persons who should do those duties never give their attendance at all in the yard. They have drawn their pay ever since they have been in office without giving the government any labor in return for it, both of them being employed in business in the city. The duties are, however, faithfully performed by Mr. Crabbe, the commander's clerk, who does not receive any part of the pay, if his assertion is to be believed; but it is the opinion of the board that no one person in a yard ought to be permitted to perform the duties of more than one office, for it is a fixed principle that whoever accepts an office must give it his entire attention, which otherwise he cannot do, for at times he must neglect one duty for another, or get an irresponsible person to attend to the affairs of the office for him. There can be but one opinion about this arrangement, no matter with whom it originated; it is what is generally considered a "false muster," and a fraud upon the government, unless it has been authorized by law, or by the Navy Department, which is not likely, and does not appear in evidence. For Mr. Crabbe's explanation of the affair the board respectfully refer you to his evidence, p. —, in which he gives a full statement of the matter, and which is somewhat corroborated by the evidence of Captain Engle on page 35 of transactions in the Philadelphia Navy Yard.

Executive officer—his zeal and efficiency.

The board were much pleased with the zeal exhibited by the executive officer of this yard in helping them to bring to light existing abuses. No one could be better qualified to judge of the ill effects of a badly regulated yard than Commander Carr, he having served in the Philadelphia yard at a time when military authority was completely overshadowed by an influence that should hold no place in any establishment belonging to the United States. Owing to the executive officer residing in the yard, he is naturally more conversant with its affairs than the commandant, who has been here but a short time, and who has not been annoyed as the present executive has been.

Too many workmen employed.

Commander Carr is of opinion that fully one-third of the men now employed can be discharged with advantage to the government, and thinks that more work could be got out of the remainder than is now obtained, and cites as an instance the machine shop, which was formerly under the blacksmith, and which, when placed under a faithful person, was reduced nearly one half, (from forty to twenty-two men,) and a greater amount of work performed than before. He recommends a like reduction in almost every department, which will be referred to in the proper place.

Expenses of the yard disproportionate.

It is very evident to the board that this, though the smallest yard in the country, is, comparatively speaking, much more expensive than any other ; it has some advantages, it is true, but they are lost to the government by the manner in which its affairs are conducted, by the *personnel* being kept independent of the proper authority of the yard.

According to an estimate made by persons, in evidence, the extra number of men unnecessarily employed in the Philadelphia yard would, if cut down, be a saving of over \$100,000 a year, which would add one fine ship to the navy yearly ; and as an increase of the navy is the great desideratum, it is desirable that the reduction be made as soon as possible.

Politicians have too much sway.

The present state of things existing in this yard is, no doubt, owing to officers yielding from time to time to political influences, which the government alone had the power to regulate.

Departments badly arranged.

The arrangement of the heads of departments in the Philadelphia yard differs somewhat from that in other yards visited by the board. There is no naval engineer here, and the departments generally considered as under his charge are now divided between the dock master and machinist. The departments of plumber, tinner, coppersmith, and founder, which should all be under a naval engineer, are in a separate department ; not one of which has not more men than are required, and are, in fact, supplied with a larger number of workmen than is to be found in the first-class yards. The quantity of work going on does not justify the employment of one-half the number.

A naval engineer should be placed in charge of the steam department.

It is recommended by the board that a naval engineer be put in charge of the steam department and all its dependencies ; that the office of dockmaster be abolished, or, if not abolished, that the dock-

master shall confine himself exclusively to the management of the dock; then, and only then, will the commandant of the yard be enabled to arrive at a correct estimate of the number of men required in those departments, now under three or four heads, where the opportunity to defraud the government is much greater than if under one responsible head.

Warrant officers—their duties, how performed.

All those departments of the yard under the control of a commissioned or warrant officer, and directly responsible to the executive officer, are in good condition and subject to no abuse. It does not appear that they are ever interfered with by outside influence, as is the case with master workmen and others, who, it is very evident to the board, must volunteer their services to political parties, or listen very willingly to the overtures made to them, for fear of being turned out themselves. If the position of master workmen were secured to them, as those of warrant officers are, there would be an end of the present system of crowding our yards with men.

Police inefficiency—its importance.

The police of the yard is not very good, some of the men being old pensioners, and incapable of arresting any one depredating on public property. In a yard situated in such a thickly settled part of the city, the police ought to be of the most efficient kind, and in sufficient numbers to protect the public property at all points. There is nothing but an ordinary pine fence which divides the yard from outside establishments, and it is very easy of dark nights to commit depredations. It is recommended that the police of this yard be reorganized, the old and inefficient to give way to more active men; for though those men who have served the country faithfully for years should be provided for, yet they should not be kept in positions where they could be of no possible use in case their services should be required.

Police should be uniformed.

The police of this yard have no uniform, nor any distinctive mark (except a star) by which they could be recognized, and their appearance, altogether, is not creditable to a government yard.

Naval constructor—his duties, how performed.

The constructor's department proper is well conducted, owing in a great measure to the master ship carpenter being very faithful in the performance of his duties and very subordinate to the military authority of the yard. The constructor is an old and faithful servant of the government, and cannot be expected to give that attention to his work he did in his younger days. Though faithfully honest in the performance of his duties, he does not give the military authority that aid which a man in his position might, owing to an exaggerated idea he has of his own authority.

The constructor an old and faithful servant.

The constructor is past the age when men should be called on to perform duty requiring the energy of middle life. His long service entitles him to rest on full pay for the remainder of his days; and the public interest would be served if some provision was made for those old and faithful servants in their declining years. It is true, they are kept employed until the last moment of their lives, but the duty required of a constructor is onerous, and if fully complied with would soon break down an old gentleman upwards of seventy years of age. It is asserted in evidence that the constructor never visits the workshops to examine whether the work is done efficiently and economically, which, however, is looked after by his representative, the master ship-carpenter, who, fortunately, is a superior man of his class; but it should be the duty of the constructor himself to look after everything going on under his direction, and to report to the commandant if more expense is incurred than is necessary. This, no doubt, the constructor would do if able, but it is beyond his physical ability.

Constructor disposed to assume undue authority

It is much to be regretted that a gentleman who has been so long connected with the service should desire to assume, and asserts that he has assumed, an authority in the yard which does not belong to him; an authority he could never exercise without ignoring the executive officer of the yard, and thereby setting the commandant at defiance. The board regret to be obliged to refer to this matter at all, in consideration of the advanced age of the naval constructor, and the esteem in which he is held by those with whom he has been associated; but they would be derelict in their duty if they passed over any matter where the interest of the service and the organization of navy yards might be affected.

Naval storekeeper—his duties, how performed.

The naval storekeeper's office is filled by an estimable gentleman in private life, who unfortunately looks upon his appointment as a reward for political services. There is rather more to do in delivering provisions in the storekeeper's department in the Philadelphia yard than in the other yards, excepting Portsmouth, but in other respects the duties are very light, and might easily be performed by much less force than is now employed.

Storekeeper's second clerk—office a sinecure.

As a proof that not all are required, the second clerk of the storekeeper (his nephew) has never been to the store since he was appointed, and draws his pay while living in the city and following some other business. The navy storekeeper did not meet this question as he should have done; he evaded giving the board the in-

formation required until it was drawn from him by cross-questioning, and even then did not consider that he had lent himself to a fraud, or at least had connived at a false muster. This abuse, however, did not originate with the present storekeeper; the person who preceded him did the same thing, appointed a relative as his second clerk, who never did any work in the office, and it was tacitly acknowledged as right by the commandant's not interfering in the matter.

Storekeeper's explanation of the abuse.

The present storekeeper states that he understood when he took the office that he had the privilege of appointing whom he pleased as second clerk, whose pay was to be a part of the perquisites of office; but the board are of opinion that it never was intended by law, nor by any rule of the department, that any such arrangement should exist.

Storekeeper, though faithful, the office is not necessary.

There seems to be no particular complaint about the manner in which the storekeeper's duties are performed; he is on hand whenever he is wanted, and perfectly subordinate to the rules of the yard; but his chief clerk testifies that there is no use whatever for a storekeeper, and that his office is almost a sinecure. This also seems to be the general opinion, and the board have to recommend that the storekeeper's office be regulated as proposed in other yards.

Mustering of men—how performed.

The manner of mustering men in this yard is subject to abuse, and any man, after his muster, can leave the yard, provided his foreman chooses to wink at the matter. As before mentioned, the commandant's secretary attends to the muster, and, from his own account, attends to it faithfully; but there must be times when the commandant's secretary is likely wanted elsewhere, and he is then obliged to entrust the mustering of the men and making up of the rolls to some irresponsible person.

Commandant's clerk—cannot properly attend to the duty of mustering.

The board do not feel satisfied that a person holding the position of commandant's clerk should enter into an arrangement by which he performs the duty of two offices besides his own, and winks at their engaging in business outside the yard, when their services should be given to the government. If, however, it can be shown that it was sanctioned by proper authority, the commandant's secretary is in no way to blame. The board are of opinion that the arrangement is a very bad one for the government, and recommend that it be put a stop to as soon as possible.

Muster clerk necessary.

A faithful and honest mustering clerk is of very great importance to a yard, for more frauds could be committed in that quarter than perhaps in any other.

But two mustering points necessary.

It is also recommended that never more than two mustering points be allowed, and that they be placed so close together that they can be supervised by the master, first lieutenant, or other officer appointed for that purpose. The master workmen do not attend muster in this yard, and there are cases where old pensioners, foremen, and others, do not come into the yard for days at a time, being excused from muster or answered for by the foreman. There is more abuse of this kind in Philadelphia than in any other yard. As the master workmen may be said to have ruled this yard for some years past, the board beg leave to devote a small space to them.

Workshops—abuses in.

It would require a great deal of time to sum up all the instances of mal-administration in some of the workshops. The blacksmith's shop takes the lead in abuses, and may be said to be conducted without any regard whatever to government interests.

Master blacksmith—abuses his trust.

The master blacksmith is a politician, and admits it, and there is evidence on record to show that he does not always employ the most efficient kind of men; moreover, his shop is crowded with a larger number of persons than is justified by the quantity of work going on here. He has on occasions been known to defeat the efforts of officers of the yard to keep men off, and admits that he used his influence with a member of Congress in Washington to have thirty men put on when it was denied him by the proper authority of the yard. There are now in his department 108 men, with foreman, quartermen, and a larger gang of men than is employed in New York.

Master blacksmith should be dismissed.

The board are of opinion that a proper state of things will never exist in the blacksmith's department until there is another head there; he has exercised a certain amount of patronage which he will be unwilling to give up, and for which he will be contending as long as he holds the position. Independent of this, the shop has been conducted on a system of fraud, and the board recommend that the master blacksmith be dismissed.

Blacksmith's department should be investigated as to the number of men employed.

It is also recommended that the commandant of the yard institute a rigid inquiry through such persons as he may think proper to appoint, into the affairs of the blacksmith shop, and see how many men can be dispensed with.

The following evidence taken while the board was sitting is here inserted to justify them in coming to the above conclusions :

"The blacksmith is too much of a politician for his place ; he has too many men employed, and he would not be honest in the discharge of his duty. I hear outside that he is no mechanic ; he was a political appointment ; his foreman is a very competent man, and very attentive to his duty."

Blockmaker's department unnecessary.

There has grown up of late years a department in the yard, which, starting with very small beginnings, has finally ended in being an establishment of some magnitude, without its ever having been intended that such a department should exist at all. The board allude to the blockmaker's shop, where are employed a master blockmaker, one foreman, and twenty-one other persons ; about the same number as are employed in the largest size blockmaking establishment. The blockmaking shops in Boston and Washington are more than sufficient to make all the blocks for the navy ; and being provided with all the necessary machinery can make them much cheaper than the master blockmaker at Philadelphia, though he insists that he can get up blocks cheaper than they can be made in Washington ; but his assertion is not borne out by the following estimate made for the steam sloop Lancaster's blocks, where the sum of \$1,226 55 is shown in favor of the Washington yard :

Estimate sent in from the Philadelphia yard for the Lancaster's blocks amounted to.....	\$3,337 00
To which should be added for smith's work.....	700 00
For brass sheaves and conges.....	300 00
For master blockmaker's time.....	400 00
	<hr/>
Cost in Philadelphia.....	4,737 00
Cost in Washington.....	3,510 45
	<hr/>
Difference.....	1,226 55
	<hr/>

Independent of the extra expense, there are other reasons for abolishing this department altogether. The board therefore recommend that the master blockmaker and his men be discharged at once, and that when it is required at any time to repair blocks, that never more than three men be employed, who shall be taken from the ship carpenter's gang.

Master workmen too much influenced by politics.

As a general thing the master workmen of the yard are represented by the officers as excellent men, but operated upon by the fear of losing their offices, which feeling, Captain Engle says, extends even to the higher grades. There must be great mal-administration in those departments to justify Commander Carr in testifying that the work on the yard could be done with one-third less men than are now employed.

General appearance and organization of the yard.

The general appearance of the yard is good and the public property well preserved. The fire department is in good order and capable of performing efficient service in case of emergency; but the general organization of the yard is very bad, and although not entirely independent of military control, it was only saved from becoming so by the issuing of the order of the 14th December, 1858, placing more authority in the commandant's hands.

Officers of the yard should be sustained.

In conclusion, the board would respectfully recommend that the efforts of the officers in this yard to bring the establishment to a proper condition be firmly supported, having no other purpose to serve than the interest of the government. It is not likely that officers who have a position in the navy to support, will do anything that will bring discredit on the government. If they err, it will be on the side of discipline, which will certainly insure a greater amount of efficiency and economy than has heretofore existed in the Philadelphia navy yard.

We have the honor to be, very respectfully, your obedient servants.

F. H. GREGORY, *Senior Officer.*

G. J. VAN BRUNT, *Captain.*

C. H. POOR, *Comdr. U. S. Navy.*

JOHN R. TUCKER, *Comdr. U. S. N.*

DAVID D. PORTER, *Lieutenant.*

Hon. ISAAC TOUCEY,
Secretary of the Navy.

The following is a list of the master workmen, clerks, writers, and other employés, which the board recommend should be allowed at the Philadelphia navy yard.

COMMANDANT'S OFFICE.

1 chief clerk, \$900 per annum; 1 second clerk, \$750 per annum; 1 porter, \$456 per annum; 1 messenger, \$1 25 per day.

ORDNANCE OFFICE.

1 writer, \$2 50 per day.

FIRST LIEUTENANT'S OFFICE.

1 messenger, to be employed in cleaning up when not otherwise engaged, \$1 25 per day.

THE OFFICES OF BOATSWAIN.

The offices of boatswain, gunner, carpenter, and sailmaker, to be filled by naval warrant officers; 1 foreman of riggers, \$2 50 per day; 1 foreman of sailmakers, \$2 81.

MASTER'S DEPARTMENT.

2 master's mates to assist the master to look after the yard laborers, each, \$2 per day.

CONSTRUCTOR'S DEPARTMENT.

1 draughtsman, \$2 81 per day; 1 clerk, \$800 per annum; 1 writer, \$2 per day; 1 office attendant, \$1 25 per day; 1 master ship-carpenter, \$4 per day; 1 writer to master carpenter, \$1 50 per day; 1 master ship-joiner, \$3 50 per day; 1 foreman to assist with tools, \$2 81 per day; 1 laborer to clean up, \$1 25 per day; 1 master blacksmith, \$3 50 per day; 1 foreman to assist and work, \$3 12 per day; 2 laborers in shop to clean up, \$1 25, each per day; master boat-builder, \$3 50 per day; leading man to work with tools, and receive 25 per cent. on first-class journeyman's pay; 1 laborer to attend and clean up, \$1 25 per day; 1 master caulker, \$3 50 per day; 1 master painter, \$3 50 per day; 1 leading man to assist and work, to receive 25 per cent. additional on first-class journeyman's pay; 1 foreman of sawyers, \$2 81 per day; 1 foreman of coopers, \$2 50 per day; 1 inspector of timber, \$1,050 per annum; 1 writer to same, \$1 50 per day.

STEAM ENGINEER'S DEPARTMENT.

1 chief naval engineer; 1 draughtsman and writer, \$3 per day; 1 foreman of machinists, \$3 per day; 1 foreman of moulders, \$3 12 per day; 1 foreman of plumbers, \$3 12 per day; 1 foreman of copper-smiths, \$3 12 per day; 1 foreman of tinnerns, \$2 50 per day; 1 assistant engineer, \$3 per day.

The chief naval engineer is to have charge of all the engines and machines in the yard worked by steam, to keep them in good order and repair, to see that proper and efficient men are put in charge of the engines, and no more employed than are absolutely necessary. The naval engineer is to superintend the manufacture of all articles made in the above department, the fitting of steam engines, and all other matters in the equipment and repair of vessels coming within the duties of an engineer.

Upon the approval of the commandant he shall answer all requis-

tions from other departments, and render to each accurate accounts of costs without delay after completion. The number of firemen and coal-heavers to be regulated according to circumstances.

PURSER OF THE YARD.

1 clerk, \$750 per annum ; 1 writer to be allowed by the commandant when absolutely necessary, \$2 per day ; 1 messenger to act for the lieutenant, purser, and clerk of the yard, \$1 25 per day.

CLERK OF THE YARD.

1 clerk of the yard, \$900 per annum ; 1 check clerk, \$2 per day.

TEAMSTER'S DEPARTMENT.

1 head teamster, \$2 per day, to be paid for Sundays and holidays ; and as many teamsters to be employed as necessary at \$1 25 per day.

POLICE.

1 captain, \$1 75 per day ; 16 watchmen, \$1 50 per day.

No. 4.

NAVY YARD, BOSTON.

WASHINGTON, D. C., *June 20, 1859.*

SIR : After finishing their labors at the Philadelphia yard, the board met at Boston, and proceeded to make full inquiries there in relation to the condition of that navy yard.

The present commandant having just succeeded to the command, did not feel himself sufficiently acquainted with the condition of the yard, nor had the sufficient knowledge of the *personnel*, to testify at all to anything of importance. He has, however, given his opinion on certain points which may be considered valuable from his long experience at navy yards, and his connexion with the equipment of ships.

The board have been obliged to depend altogether on the executive officer for whatever testimony they may have obtained in relation to matters appertaining to the office of the commandant.

The condition of the yard—its organization imperfect.

The board found no regular and systematic code of regulations in this yard, those now in existence being mostly obsolete, and known to but few persons in any of the departments.

Commander French testifies to the efficient condition of the yard and its military organization ; but this opinion of Commander French

is scarcely confirmed by the evidence obtained from him in relation to the evils existing in different departments of the yard. He admits that there is no one stationed at the yard gate during working hours to prevent workmen from leaving the yard, and it is evident that any one could leave his work if so disposed, without being interfered with. He states that "the constructor, civil engineer, clerk of the yard, and storekeeper, leave the yard in working hours without permission"—"all the master workmen leave their shops before bell-ring," and whenever they please.

"Most of the men leave before bell-ring," and to the knowledge of the board many of them left five minutes before bell-ring. "There are more men employed in the yard than are necessary, and they could be reduced with great benefit to the public interest."

The plan of mustering the men is represented as "imperfect and liable to great abuse, and the yard is liable at any time to be overrun by people of all classes, and the tools liable to be carried off."

Want of system, &c.

Lieutenant Preble, in his evidence, testifies that there is a want of system throughout the yard, which want of system is owing to the duties of the several naval officers belonging to the yard not being defined, and no specific duty being assigned to them; "that master workmen can come in and go out as they please; that more men are employed than would be in a private establishment."

Military rule not recognized.

"That long-tried and faithful public servants and competent men are discharged to the detriment of the public service, and through no fault of theirs, and inefficient men put in their places," confirming the board in the opinion that the yard is not under proper military rule. It is generally known, however, that the late commandant gave all his attention to the affairs of the yard, and it has always preserved a high reputation for efficiency; yet it cannot maintain that reputation to the end, if it is not secured by proper regulations.

Master of the yard—his duties, &c.

The duties of master are performed by the 2d lieutenant of the yard; the master laborer having charge of the laboring men about the docks, who is represented as being very unfit for the service, having no knowledge whatever of matters of duty connected with a navy yard. The board recommend his discharge, and that the laboring gangs be placed under the supervision of the sailing master of the yard.

Ordnance department—its importance and efficiency.

The duties in the ordnance department are all well performed.

This is one of the largest and most important ordnance departments in the United States, and there is a very large amount of responsi-

bility attached to the ordnance office. From this point a great deal of material is distributed to all parts of the Union; all the hemp for the navy is worked up here; and the breeching stuff and gun falls are constantly called for in large quantities at other stations. In view of all the extra duties attached to these establishments, it will be seen by reference to the rolls that the number of persons employed is small in proportion to the amount of duty performed, and everything is economically and efficiently conducted. In the journal of the yard will be found some recommendations with regard to removing the storekeeper from the building now occupied by the ordnance department, to enable the latter to get more room.

Office of inspector of provisions, &c —how performed.

The office of provisions and clothing is well managed, and on the general plan adopted at other yards, it is conducted economically and efficiently. It should, however, be enlarged, by turning the cooper out of the loft now occupied by him, and the loft should be taken possession of by the purser.

Warrant officer's berths filled by civilians.

All the berths of the warrant officers are filled by civilians with the exception of the gunner's and carpenter's.

It is recommended that the sail loft be given to a naval sailmaker, and the rigging loft to a boatswain; for though both of these departments are filled by most excellent workmen, (persons long connected with the service,) the board act on the just principle that officers who have faithfully performed their duty afloat, are entitled to these berths when they return from a long cruise; besides this, it conduces to the military organization of the yard, and the departments would be conducted more economically.

Police—its condition.

The police of this yard is very good and well arranged; the property throughout the yard is well protected, and the board have but one objection to make to this department, the want of a uniform to designate them and make their presence conspicuous.

Constructor's department—its duties and how performed.

The constructor's department is at present conducted by Mr. Simmons, the master carpenter, who seems very well satisfied that all the work done in his department is performed as economically as it is outside; but this opinion of the master ship carpenter is not concurred in by the board, as the men neither work so well, nor for so great a length of time. All the ship yards in and about Boston commence work in winter at sunrise, while at the navy yard the men commence an hour after. It would appear by reference to the rolls of the yard that there is not a very large number of men employed in the con-

structor's department in comparison with other yards—only seven hundred being employed on the *Levant*, *Constellation*, *Hartford*, *Colorado*, and *Narragansett*.

Erroneous views of the ship carpenter.

Mr. Simmons has fallen into the general error of constructors in supposing that his duties extend to matters which the board are of opinion that no constructor has any right to interfere with; he claims the superintendence of stowing hold and spirit room, coiling away hemp cables and hawsers, cleaning anchors and chains and stowing them, stowing provisions and making out requisitions for stores, &c.

This opinion of Mr. Simmons has only found expression since he has been acting in the capacity of constructor, owing to the death of a lamented constructor at the Boston yard, who was "theoretically and practically" subordinate, and who during the whole period of his service never exaggerated his importance by claiming one half of the duty now claimed by his master ship carpenter.

Ship carpenter's views insubordinate.

The board were not favorably impressed with the opinions of Mr. Simmons in regard to what he considered his duties; as, if he should persist in carrying them out, he would be continually brought in conflict with officers, who would not likely yield anything in a point of duty, where their rights are so plainly defined.

Ship carpenter—a good workman.

In other respects, as a ship carpenter, his character is good, and he has generally been considered a faithful public servant, though latterly rather disposed to make difficulty in matters of duty, which evidences a little insubordination not expected in a person bearing so good a reputation.

Timber inspector's department—abuses in.

Great abuses exist in the department of timber inspector, which is generally considered (or ought to be) as belonging to the constructor's department. The timber inspector has, by some means unknown to the board, obtained charge of a gang of men whom he selects and discharges as he may consider proper, sending in his requisitions of course. The number of men has been at times as high as 170, and consists now of 71 men, whose sole duty it is to take timber from vessels and stow it in the ship-houses, or take it where it is wanted. The result of this state of things has been an expenditure of \$46,000 in the last year for moving timber, when the hull of the last vessel built cost but little more than that sum. In one instance it happened that thirteen men in the timber inspector's gang were employed (while the board were in session) all day in getting one oak knee into the water.

Timber inspector—recommends dismissal of.

The board recommend that the timber inspector at this yard be dismissed, he being, in their opinion, incompetent, and that another person be appointed who is a ship carpenter and fully competent to perform the duty; that he be attached to the constructor's department and allowed one writer only to keep the accounts.

No need of a gang of laborers.

So great are the abuses committed in the timber inspector's department, the board do not hesitate to recommend that all laborers necessary, when timber is to be moved, be procured from the gang of yard laborers through the executive officer, who shall exercise due caution in making the allowance, and see that the men are no longer employed than is absolutely necessary.

Storekeeper's department efficient.

The storekeeper's department of this yard is very well conducted in every respect, the storekeeper himself attending personally every day during office hours. The duties are performed economically and efficiently; but the board, acting on the principle that the office is a useless one, and not at all necessary for the service, recommend that it be abolished, and the duty assigned to an unemployed naval officer already receiving pay. The number of persons employed in this office is small, in comparison with other yards, but it should not be increased.

Mustering of men liable to abuse.

The manner of mustering the men in this yard is open to every kind of abuse. At no very distant period great frauds were committed in the Boston yard, owing to proper precautions not being taken in mustering the men. There are five mustering gangs situated in different parts of the yard, and the men may be seen, 25 minutes after bell-ring, straggling along to the shops. It is not possible that any commissioned officer could supervise an arrangement of this kind.

Two mustering points deemed necessary.

It is recommended that the mustering points be at once reduced to two, and these to be at the muster office, where they can be supervised by commissioned officers. The master workmen do not attend the muster, neither do the warrant officers of the yard, as they should do.

Master workmen—their character and efficiency.

The master workmen of the yard have, until the last few years, borne a high character for efficiency; but this state of things does not exist in all the departments just now, owing to several incompetent

men having obtained the positions of master workmen in the place of first rate men, some of whom are represented to be equal to any persons of their class in the State of Massachusetts.

Practice of removing good men deprecated.

In view of the injury done to the public service by the removal of those long-trying and faithful servants by some influence unknown to the board, they think it their duty (in justice to the men who have been removed, and in the hope that their representations may bring about good results) to ascertain whether the persons who have been able to get themselves appointed are as competent as the men who have been removed, or whether they are at all competent.

Former master blacksmith—his loss much felt. Present master blacksmith inefficient and insubordinate.

The former master blacksmith, Mr. Rice, is represented as one of the most faithful master workmen in the employ of the government. This sentiment is not confined to one or two persons, but is universal throughout the yard; and his loss has been represented as a serious one to the government. His absence has been made more apparent by the appointment of a person who, in addition to his inefficiency, is opposed to military rule in the yard, and is frequently absent from his post without permission from proper authority.

His removal recommended.

From information received by the board, they feel it to be their duty to recommend that the present master blacksmith be removed. They are convinced that good results will come out of this, if adopted. The foreman at present conducts all the duty, and the shop would be efficiently administered if left entirely in his charge.

Master painter holds the place of a good man discharged.

In addition to the above complaint is the removal of the master painter, another long-trying and faithful man, Mr. Cobb, who was superseded by a person whose incompetency is a by-word throughout the yard. Added to this incompetency is a dishonest discharge of his duty in the employment of a much larger number of men than were absolutely required, and through the assignment of high rates of pay to inefficient workmen. The board, being thoroughly convinced that the service will suffer from the inefficiency of the present master painter, and that he will continue to conduct his department improperly and dishonestly, recommend that his services be dispensed with.

Present master boatbuilder inferior to his predecessor.

Complaints in reference to the removal of the master boatbuilder have also been brought to the attention of the board; and though the

charge of inefficiency is not brought against his successor, he is still inferior to the person whose position he gained by improper influences, which this board is convinced are so detrimental to the efficiency of the yard that they should not be allowed to exist a day longer after being brought to the attention of the department.

Other master workmen good and efficient.

With the above exceptions the master workmen in this yard are exceedingly competent—are obedient to the requirements of the officers of the yard, and keep up good order throughout their respective departments. One or two may have more men in their employ than are required, but this can always be rectified by the commandant.

Organization of yard not good.

In view of the numerous defects in the system of this yard, its organization cannot be said to be good. The fire department is badly arranged; the engine and hose are defective; there are no hook and ladder companies, no fire-bills, or any systematic arrangement by which the men could be worked to advantage.

Fire department inefficient.

It was twenty-three minutes after the engines were directed to bear upon a certain point before the water began to play, and one of the buildings might have burnt down whilst the men were screwing on the hose. Much noise and confusion prevailed, owing to too much zeal in the men, who only need being taught to become aware that much more can be accomplished by system and silence, than by noise and confusion. It is recommended that the fire department of the Boston yard be properly organized, and printed fire-bills be hung up throughout the yard. At present the public property would stand but little chance of preservation, if it depended upon the yard engines and fire companies.

Officers' quarters—abuses in.

The board, on inquiring into the existence of abuses in or about the quarters of the officers of the yard, found nothing improper or inconsistent with the allowances and usages authorized for their accommodation, with the exception of an extensive green-house and grapery attached to the commandant's quarters, which can only be kept up by an annual expense of so great an amount as seems to the board an extravagance that should not be allowed; in nowise adding to the efficiency of this yard, or allowed in any other navy yard.

General appearance and efficiency of the yard.

The general appearance of the yard is good, and notwithstanding the defects in the system pointed out, the board feel assured that it is

an efficient naval establishment, and has within it all the elements to make it the most complete of its kind.

Its former exemption from political influences.

It has hitherto enjoyed the great advantage of not having attracted the cupidity of political aspirants for office. Men have grown up in the shops who understand perfectly how to carry on the work to the best advantage for the government. It was felt that at least in one navy yard in the country the officers were supported in the proper exercise of their duties, and that faithful master workmen were allowed to reap the reward for their services by retaining their positions during good behavior.

Evils resulting from a change in this respect.

The effect of a change on the old condition of things is now apparent throughout the shops. A master workman of good standing does not know how soon he may lose his place, and commences truckling to his foremen. A foreman, who for years past has been happy in his position, aims at getting the place of the master workman. Quartermen try to work out the foremen; and the journeymen mutiny against the quartermen as much from the example set them in higher quarters as from any other cause.

Evils of a recent date—how to correct.

All these evils are comparatively of a late date, and are constantly increasing. They can be put a stop to only by adopting the recommendations to be found in the summing up of the board.

The board subjoin a list of the master workmen and others, which they recommend should be employed in the several departments of the yard.

We have the honor to be, very respectfully, your obedient servants,
 F. H. GREGORY, *Senior Officer.*
 G. J. VAN BRUNT, *Captain.*
 C. H. POOR,
 JOHN R. TUCKER, } *Commanders.*
 DAVID D. PORTER, *Lieutenant.*

Hon. ISAAC TOUCEY, *Secretary of the Navy.*

The following is a list of master workmen, clerks, writers, and other employés, which the board recommend should be allowed at the Boston navy yard:

COMMANDANT'S OFFICE.

One clerk to commandant, \$1,200 per annum; one second clerk, \$960 per year; one porter, \$456 per year; one messenger, \$1 25 per day.

ORDNANCE OFFICE.

One writer, \$2 50 per day ; one writer, \$2 per day ; one foreman of gun carriages, \$3 12 per day ; one messenger, \$1 25 per day.

COMMANDER'S OFFICE.

One messenger to attend on commander's and first lieutenant's office, \$1 25 per day.

MASTER OF THE YARD.

Two master's mates to look after the yard laborers, each, \$2 per day. The offices of boatswain, gunner, carpenter, and sailmaker to be filled by naval officers. One foreman of riggers, \$2 50 per day ; one foreman of sailmakers, \$2 81 per day.

CONSTRUCTOR'S DEPARTMENT.

One draughtsman, \$2 81 per day ; one clerk, \$800 per annum ; one writer, \$2 per day ; one office attendant, \$1 25 per day ; one master carpenter, \$4 per day ; one writer to master carpenter, \$1 50 per day ; one master ship joiner, \$3 50 per day ; one foreman to assist and work, \$2 81 ; one laborer to clean up, \$1 25 per day ; one master blacksmith, \$3 50 per day ; one foreman to assist and work, \$3 12 per day ; two laborers to clean up, each \$1 25 per day.

CONSTRUCTOR'S DEPARTMENT.

One master boat builder, \$3 50 per day ; one leading man to work with tools and receive 25 per cent. addition on 1st class journeymen's pay ; one laborer to attend and clean up, \$1 25 per day ; one master caulker, \$3 50 per day ; one master mastmaker, \$3 50 per day ; one master painter, \$3 50 per day ; one leading man to assist and work and to receive 25 per cent. advance on 1st class journeymen's pay ; one laborer to work and attend in the shop, \$1 25 per day ; one master blockmaker, \$3 50 per day ; one leading man to assist and work and receive 25 per cent. addition on 1st class journeymen's pay.

CONSTRUCTOR'S DEPARTMENT.

One laborer in blockmaker's shop, to work and clean up, \$1 25 per day ; one foreman of sawyers, \$2 50 per day ; one foreman of coopers, \$2 50 per day ; one inspector of timber, \$1,050 per annum ; one writer to the inspector, \$2 per day.

STEAM ENGINEER'S DEPARTMENT.

One chief naval engineer ; one draughtsman, \$2 81 per day ; one draughtsman, \$2 50 per day ; one writer, \$2 per day ; one laborer as

office attendant, \$1 25 per day ; one foreman of machinists, \$3 per day ; one foreman of boilermakers, \$3 12 per day ; one foreman of moulders, \$3 12 per day ; one foreman of plumbers, \$3 per day ; one foreman of coppersmiths, \$3 12 per day ; one armorer, \$2 81 per day ; one tinner, \$2 per day ; one 1st assistant engineer, \$3 per day ; one 2d assistant engineer, \$2 per day.

The master machinist now receives \$2,000 per annum, and holds the position the board propose under a general rule shall be filled by a naval engineer. If the department sees fit, the machinist might be retained with advantage to the government, (under the engineer,) on his present pay. The chief naval engineer is to have charge of all the engines and machines in the yard worked by steam, to keep them in good order and repair, and see that proper men, and no more than necessary, are employed. He is to superintend the manufacture of all articles in the above departments, the fitting of steam engines, and all matters connected with the equipment and repair of ships, coming within the duties of an engineer. Upon the commandant's approval, he will answer all requisitions in the several departments and render to each accurate accounts of costs, &c. The number of firemen and coal-heavers to be regulated by circumstances.

ROPEMAKER'S DEPARTMENT.

One master ropemaker, \$5 per day ; one foreman, \$2 76 per day ; two quartermen, \$2 50 per day.

There are too many men, in the opinion of the board, employed in the ropewalk. They feel convinced that fifty efficient men, properly classed and kept faithfully at work, will be able to meet all the present wants of the service. This opinion is based on what *has been done in times past*.

CIVIL ENGINEER'S DEPARTMENT.

One civil engineer, \$2,000 per annum ; one draughtsman, \$900 per annum ; one writer, \$2 per day ; one laborer, office attendant, \$1 25 per day ; one master mason, \$3 50 per day.

One quartermen to every thirty men employed, and such additional quartermen as the civil engineer, with the sanction of the commandant, may deem necessary. The quartermen to receive twenty-five per cent. addition on first class journeymen's pay, provided it does not exceed fifty cents per day.

INSPECTOR OF PROVISIONS.

One clerk, \$750 per annum ; one writer, \$3 per day ; two receivers, each \$2 per day ; two assistants, each \$1 50.

PURSER OF THE YARD.

One clerk, \$750 per annum ; one writer, \$2 50 per day ; one messenger, \$1 25 per day.

CLERK OF THE YARD'S OFFICE.

One clerk, \$1,200 per annum ; one check clerk, \$2 50 per day ; one writer, \$1 50 per day.

STOREKEEPER'S DEPARTMENT.

One chief clerk, \$1,200 per annum ; one second clerk, \$900 per annum ; one writer, \$1 75 per day ; one receiver, (weigher of coal,) \$2 per day ; four laborers, each \$1 26 per day ; one messenger, \$1 26 per day ; one head teamster, \$2 per day.

POLICE.

Three captains, (1st, 2d, and 3d,) each \$1 75 per day ; twenty-two watchmen, \$1 50 per day.

GARDENERS.

One gardener to commandant, \$1 50 per day ; one gardener to commandant, \$1 25 per day ; one gardener to commander, \$1 25 per day ; one gardener to lieutenant, \$1 25 per day ; one gardener to surgeon, \$1 25 per day ; one gardener to purser, \$1 25 per day.

The gardeners are not to be employed from the first November to the first March.

In the foregoing schedule, the ordinary men and persons belonging to the dispensary are not included ; nor are mechanics, laborers, teamsters, &c., as many of whom shall be employed at the usual rates as the commandant may deem necessary.

No. 5.

NAVY YARD AT PORTSMOUTH.

WASHINGTON, D. C., *June 20, 1859.*

Sir : Having concluded the investigations in this navy yard, we have the honor to make the following report :

There are many reasons which make this yard to differ from the yards on other stations. In the first place, it is isolated ; not situated near a large city or district where politics run high, and there is but little effort made to get men employed who have no merit beyond possessing the privilege of voting. The government, in consequence, secures the best kind of labor.

The authority conferred on master workmen to select their own men is here not so much subject to abuse as in other yards. The master workmen are at times requested by politicians to get employment for

certain persons, but feeling pretty sure of being supported in case of a refusal to comply, they consult the interests of the government, both in the number and quality of the men they employ. The result is, that there are fewer men employed in proportion to the work going on than in any other yard. For instance, in the Philadelphia yard, a smaller establishment than the Kittery yard, there are employed in the blacksmith's shop ninety-eight persons, with a daily pay of \$175 42, while in the Kittery yard, there are employed twenty-six persons, including every one, with a daily pay of \$50 03, and so on throughout every department, while in fact there is no more work going on in Philadelphia than at this station. The difference in the number of persons employed, and the amount of work done, is easily accounted for by a reference to the evidence given by the master workmen of the Philadelphia yard, particularly the master blacksmith.

The third reason why a more thorough state of discipline can be kept up is, that the officers all live in the yard, in quarters built by the government. The consequence is, that every one is at all times expected to be on duty, the customs assimilating as much as possible to those in force on board of ships of war.

The fourth reason is, that the workmen employed in the Kittery yard are a much superior class to the floating population found about our large cities, who seek temporary employment there as circumstances may require, and who do so with a full determination not to give the government their full time,

The fifth reason is, that no member of Congress or other person has ever endeavored to influence the master workmen to take in men when they were not wanted; and it is not likely that men would be taken on, if any attempt of the kind was made.

To say that there are no abuses of any kind in the Kittery yard, would be attributing to it an excellence not likely to be met with in so large an establishment; but what abuses there are, can easily be controlled by the authority of the commandant whenever he thinks proper to exercise it.

By misconstruction of the circular addressed to constructors, that officer has been permitted to exercise an authority which does not of right belong to him, and which should more properly be exercised by the naval officers of the yard. The construction and repairs of ships properly belong to constructors who have made it their particular study, but the rigging, equipping, stowing of ballast, tanks, spirit room, chain cables, stores, provisions, filling water tanks, &c., cleaning rust off of anchors, chain cables, &c., &c., more properly belong to the duties of the executive officer, first lieutenant, and master of the yard. To the latter, also, belongs the duty of making out requisitions for stores and equipments in the master's department, but all the duties above mentioned have gradually been considered part of the duty of the constructor, have been indifferently performed owing to his numerous obligations, and in consequence those officers of the navy whose duty it was to attend to those things, have been left with little to do, their influence weakened in a military point of view, and their work narrowed down to the performance of some trifling police

duties, which scarcely secured them from being considered as holding perfect sinecure berths.

The result of the above arrangement has been detrimental to the discipline of the yard. It places the constructor in a position that should never be occupied by any one but the executive officer; and the naval officers could only stand and see abuses committed without being able to prevent them. There have been occasions when the orders of the executive officer have been disobeyed knowingly and wilfully by the employés of the constructor, under the impression that his orders were paramount to all others emanating from any quarter whatever. This state of things is very detrimental to the public interest, and would, if persevered in, be ruinous to the discipline of the yard. It has the effect of bringing the authority of the commandant into disrepute, and increase the expense of fitting out a ship, by having persons to attend to it who do not know theoretically or practically anything about the matter. As a proof of this, the sloop "Portsmouth" was fitted out at this yard by the men belonging to the constructor's department, her ballast, tanks, spirit room, cables, provisions, and water, all stowed by his men, and not overlooked by any naval officer belonging to the yard.

The stowage of the ship's hold, spirit room, and chain-lockers, cost \$1,293 45. There were forty-three days' work charged for the carpenters, at \$2 per day, and forty-six days' work for carpenters' laborers, at \$1 25 per day, merely for "stowing and whitewashing tanks and ballast;" all of which could have been done for one-half of the money. The chain cables of the ship were cleaned, painted, and put on board at a cost of \$693 75. Men were employed on the chains cleaning them without any one to look after them, and consequently neglected their work. This kind of duty should be done by the yard laborers, under the orders of the executive officer, passed through the first lieutenant or master of the yard. Independent of the expense liable to occur in these little matters, there is a danger of things not being properly put on board by persons who have little experience about the requirements of a ship, as occurred in the case of the "Portsmouth." The chain cables were in one instance put on board the wrong end first, and paid down without shackling to the keelson. The result might have been a loss of chain and anchor, if not the loss of the ship. The error alluded to was, however, rectified before the ship went to sea.

Whatever may be the capacity of naval constructors to do all the duty of fitting out ships, the board concur that his duties are sufficiently arduous if he attends faithfully to the construction and repairs. His time is too much occupied to attend to any part of the equipment, and though he may be called on at any moment to perform certain duties in that line, or to have it done by persons in his department, he should do it under the direction and supervision of the commandant of the yard or his representatives.

The engineer's department, though apparently well conducted, is not properly organized. In other yards the yard laborers are placed under the direction of the master or first lieutenant, who details them at the muster office for their daily duties, and looks after them when employed at their work. In this yard all the yard laborers are placed

under the engineer's direction, or the direction of the master mason, who acts also as master laborer. There should be a change in this respect, so as to have the yard laborers taken on by the executive officer, or first lieutenant. Frequently there are occasions when seafaring men could be advantageously employed working about a ship at \$1 25 per day, while now, if there is occasion to employ a yard laborer, it is some one who does not know anything about a ship, and works to great disadvantage. They are selected by the engineer more with respect to his own work than with regard to handling stores in the hold of a ship, carrying out warps, or fastening chains. Moreover, if the yard laborers were taken on by the executive officer it would prevent the employment of so many men. The engineer very naturally leaves it to the master laborer, (or, at present, to the master mason,) who, being a most excellent man, would not likely abuse the authority, or act otherwise than for the interest of the government; but the principle is a bad one, and ought to be abolished.

The storekeeper's department here is in good condition, but the duty is all done by the chief clerk, there being no actual necessity for a naval storekeeper. The naval storekeeper can scarcely be said to come within the rules for the better discipline of the yard, as it does not appear that he is constantly at his post, nor does he remain during office hours when he does come. There is no complaint made, however, by the commandant relative to the non-performance of his duties. He states that he attends properly to them, and is satisfied with his performance. The storekeeper's chief clerk, who is more intimately associated with him in the office, is, however, of a different opinion, and considers that his absence will make no difference in carrying on the duties, and thinks his office a sinecure. It seems to the board, as a matter of economy, a useless office should be done away with; for every useless office only multiplies indefinitely the expenses of the yard. In point of expense, however, (in clerical assistance and labor,) the storekeeper's department has compared very favorably with that at other yards, not one-third the force being employed here.

When the buildings at present going up and appropriated for are completed, the board are of opinion that no more structures of any kind should be built in the yard until absolutely required by the wants of a larger navy than we now possess. Those already constructed are sufficient in size and number to form a nucleus to which others can be quickly added in case of a war, or the apprehension of one.

The floating dry dock at this place, as at present conducted, is more expensive than it should be. Though the whole amount expended in docking ships during the last fiscal year amounted to only \$1,201 27, it ought not to have amounted to more than half that sum.

If ships were constantly being docked under the present arrangement, it would become a very expensive thing. There is a dock-master whose duty it should be to get the dock out and in; to have the selection of the men who are to assist him; and to act under the direction of the executive officer, or the first lieutenant of the yard. He certifies (and no doubt truly) that he could reduce the expense of docking a ship one-half, if he was not subject to so many different orders, or heads of departments. The boatswain, from being called in once or

twice to assist in securing the dock, when there were no piers or stone blocks for it to rest against and be secured to, has become a regular employé when the dock is being moved, and generally assists with a larger gang of riggers, who are paid at high rates. At times it is necessary to put down and take up moorings, and only then is the boatswain and his gang required. In the docking of the "Mohican" lately, the putting out of moorings and docking steamer amounted to \$120 40, and \$36 25 for taking up moorings—the largest item in docking her, and a very unnecessary one. If the proper kind of moorings (one fluke anchor) were put down and kept there, the boatswain's men would not be required. Not being limited in the number of his men at the time mentioned, he swelled the list up to 79½ days' labor.

It is recommended that the abuses in the dock department be looked into and rectified. If the dock-master is to have the management of the dock, under the direction of the executive officer, he should not be interfered with by any one else, and no more men should be employed in the management of the dock than he requires. If he has no such authority, his office is not necessary, and he should be removed.

In mentioning the above abuses the board are pleased to say that they are the only ones coming within their knowledge, and they are of opinion that they can be corrected by the authority of the commandant when his attention is brought to the subject. In every department of the yard, the number of men at present employed seems so small in comparison with the number employed elsewhere, that the board might well be satisfied in making no recommendation for a change; still the present system leaves an opening for more men being employed in some departments than would be absolutely necessary.

The timber inspector has, like the timber inspector at the Boston yard, a gang of men whom he requires, like the head of any other department, and, and to avoid sending his requisitions for labor to the executive officer, they are sent through the constructor to the commandant direct. No timber should be moved on the yard except by yard laborers detailed for the purpose. This would enable the executive officer of the yard to know when a job of this kind commences and ends, and would put an end to that kind of patronage which increases so much the expenses of the navy yards. The timber inspector should properly be attached to the constructor's department, and be allowed a competent writer, at \$2 per day, to keep his accounts. The nature of his duty absolutely requires it.

In drawing a comparison between the amount of labor done in the Kittery yard and other yards, preference must be given to the former by a large per centage—at least this seems to be the case at present. Whether it has been so heretofore the board are unable to say. In looking over the back rolls there seems to have been a larger number of men employed on the steamer Mohican than was justified by the size of the vessel or the time consumed in building her. Eight hundred men or more were at work on the yard at one time, and 303 employed on the hull, rigging, sails, ordnance and equipments of that vessel. So many men could not very well work economically for the government, and would not likely be looked after; nor would they do as much work in proportion as would be done by a smaller number.

In case of war, so large a number might be required ; but there does not seem to have been sufficient despatch made to justify the number of workmen employed.

The efficiency of this yard, is owing, in a measure, to the able master workmen and class of mechanics they employ. The plan adopted here is to make all the master workmen, with the exception of sparmaker, caulker, and shipcarpenter, responsible directly to the commandant, and to be under the direction, for the time being, of the chief of any department for whom they may be employed.

There is no clashing whatever of duties, and the plan works well ; still the board considers it advisable that it should be arranged according to the method recommended for all other yards in the summing up. It has been suggested to have one mechanical head (the constructor) through whom all orders should pass, but such an arrangement has the objection of transferring more duty to one person than he can properly attend to, and would tend to make the commandant less familiar with what is going on than he is at present.

The plan of mustering the men in the Kittery yard is the best the board have met with, and it would be well to adopt it in all the yards, if nothing better can be thought of.

There are but two mustering points close to each other, and only one when the number of men does not exceed 500. The clerk of the yard and his assistants muster all the men, and each master workman stands by with a check book and checks them off, which is also done by the warrant officer of the yard, the boatswain, gunner, carpenter, and sailmaker. The second lieutenant of the yard stands by to preserve order, and see that everything is conducted properly.

One large item of expense is the hiring of cattle, instead of purchasing them ; this is done by an order from the Bureau of Yards and Docks, under a mistaken idea that it is the most economical plan. At present there are twelve oxen belonging to the government which perform the general labor of the yard, and when more are required they are hired. The cost of hiring one team, with a man to drive it, is \$5 per day. This in four months amounts to \$520. The value of one good team is \$450, and the cost of feeding them four months is \$56, making \$506 ; consequently the money expended in hiring cattle would amount in four months to more than the cost of a first rate team, which the government would own, and would be able to sell (when not required any longer) at an advance of ten per cent. on the original price.

It does not appear, on investigation, that the wages paid by the government are regulated by those paid in private ship yards, or workshops, nor could it always be so arranged. There is generally very little ship building going on in and about Portsmouth, and the work outside the yard is of an inferior kind to that inside. It does seem though that more men are employed on the hulls of public ships, in proportion to the rapidity of the work, than are employed in private yards, and some rule should be adopted by which a certain amount of labor might be allowed (under ordinary circumstances) in proportion to the size of the vessel to be built.

There is a number of men employed in this yard called "ordinary

men," whose duty it is to take care of ships in ordinary, attend at the stables at night and on Sundays, and perform general duties about the yard; owing to the smallness of pay good men cannot always be induced to enter, and when they do enter they do not always care to continue in employment longer than one year; a little addition to their pay would induce a more efficient set of men to enlist, and the board recommend that the carpenter's mate, cook, seamen, and ordinary seamen, receive the same rates of pay which are at present allowed in the naval service.

No particular cases of abuse having come before the board beyond those already enumerated, they can only make general recommendations with regard to this yard.

The first step towards a perfect organization would be, to place the military authority on a basis that would admit of no doubt as to its power; there are now good regulations, which, if properly enforced, would bring about a proper state of things, but they should apply to every person in the yard, or working there, in the employment of the government. No civilian should be exempt from obedience to those regulations any more than an officer of the army.

The fitting out of ships should be done by orders of the commandant, under the supervision of the executive officer, first lieutenant, and master; in that respect, the above officers have been placed in a subordinate position, detrimental to the discipline of the yard, which was rectified, however, when brought by the board to the notice of the commandant.

Although the number of men employed in the Kittery yard does not appear large, in comparison to others, it can, without doubt, be still further reduced with advantage to the government; fewer foremen and quartermen can be employed; and, in some cases, quartermen can be dispensed altogether. The timber inspector's gang can be done away with altogether, by the substitution of one or two horses to haul the timber, and employing men from the yard (laborers) to handle the same; the cost of hauling timber in this yard in the last year, from July 1st to April 1st, is \$10,133 93. Experience proves that work of that kind can be performed cheaper when the executive officer of the yard has it done under his supervision.

The executive officer of the yard being frequently placed in the position of commandant, and being expected to carry out his orders, should be invested by the commandant with sufficient authority to enable him to correct any abuse that might spring up in the yard; his authority should never be questioned, except by the commandant himself, and he should feel that it was his right to interfere in any matter where the interest of the government was at stake. The position of every officer in the yard should be so well defined that prompt obedience would be the result of every legal and proper order given to any one subordinate to them.

The general appearance of the yard is good, and the buildings are well adapted for the purposes for which they were intended. The police is fair, and, with one or two exceptions, composed of good men; it is defective, inasmuch as there is not a captain of the watch, whose duty it should be to answer for the police, make details and morning

reports. There is no uniform in the police, nor any mark to distinguish them.

The fire department cannot be said to be well organized, the men not having been sufficiently drilled; the fire apparatus is not sufficient for the protection of so much public property—one more engine is required. There are no hook-and-ladder trucks, nor are there any persons stationed as hook-and-ladder men.

The organization of the yard can scarcely be called good while any of the authority belonging to the naval department remain in the hands of the civil department.

This is the case now; for, practically, two civil departments of the yard have everything under their control, and the naval officers confined to trifling police duties. When this is rectified, there will be nothing to complain of, except the general defect existing in the system by which navy yards are at present governed.

Annexed is a schedule of the master workmen, clerks, writers, and others, which the board recommend should be employed in the various departments of the Portsmouth navy yard.

We have the honor to be, very respectfully, your obedient servants,
 F. H. GREGORY, *Senior Officer.*
 G. J. VAN BRUNT, *Captain.*
 C. H. POOR, *Com'd'r U. S. Navy.*
 JOHN R. TUCKER, *Com'd'r U. S. Navy.*
 DAVID D. PORTER, *Lieutenant.*

Hon. ISAAC TOUCEY, *Secretary of the Navy.*

List of master workmen, Clerks, and others, which the board recommend should be employed at the Portsmouth navy yard.

COMMANDANT'S OFFICE.

1 chief clerk \$1,200 per annum; 1 writer \$1 75 per day; 1 porter \$456 per annum; 1 messenger 75 cents per day.

ORDNANCE OFFICE.

1 writer \$2 50 per day; 1 foreman of gun-carriages \$3 12 per day.

COMMANDER'S OFFICE.

1 messenger \$1 25 per day.

The offices of boatswain, gunner, carpenter, and sailmaker to be filled by naval officers; 1 foreman of riggers \$2 50 per day; 1 foreman of sailmakers \$2 81 per day.

MASTER OF THE YARD.

1 master's mate to look after yard laborers, &c., \$2 per day.

CONSTRUCTOR'S DEPARTMENT.

1 draughtsman \$900 per annum ; 1 clerk \$800 per annum ; 1 office attendant \$1 25 per day ; 1 foreman of ship carpenters \$3 50 per day ; 1 master joiner \$3 50 per day ; 1 foreman \$2 81 per day ; 1 laborer to clean up \$1 25 per day ; 1 master blacksmith \$3 50 per day ; 1 foreman to assist and work \$3 12 per day ; 1 laborer in shop to clean up \$1 25 per day ; 1 master boatbuilder \$3 50 per day ; 1 leading man to work with tools, and receive 25 per cent. addition on first class workmen's pay ; 1 master caulker, when wanted, \$3 50 per day ; 1 master mastmaker \$3 50 per day ; 1 master painter \$3 50 per day ; 1 leading man to assist and work, and to receive 25 per cent. addition on first class journeymen's pay ; 1 laborer to work and clean up shop \$1 25 per day ; 1 foreman of coopers, to be employed when required, \$2 50 per day.

INSPECTOR OF TIMBER'S OFFICE.

1 inspector \$1,050 per annum ; 1 writer \$2 per day.

MACHINIST'S DEPARTMENT.

1 master machinist \$3 50 per day ; 1 quartermaster \$2 81 per day.

CIVIL ENGINEER'S DEPARTMENT.

1 civil engineer \$1,800 per annum ; 1 draughtsman \$900 per annum ; 1 master mason \$3 50 per day.

One quartermaster to every thirty men employed, and such additional quartermasters as the civil engineer, with the sanction of the commandant, may deem necessary ; to receive 25 per cent. additional on first class journeymen's pay, provided it does not exceed 50 cents per day.

PURSER OF THE YARD.

1 clerk \$750 per annum ; 1 messenger, to act for lieutenant also, \$1 25 per day ; 1 clerk of the yard \$1,200 per annum ; 1 check clerk \$2 per day ; 1 writer, and to assist the master, \$2 per day.

STOREKEEPER'S DEPARTMENT.

1 clerk \$900 per annum ; 1 writer \$2 per day ; 1 receiver \$1 75 per day ; 1 laborer \$1 25 per day ; 1 dock master \$1,000 per annum.

TEAMSTER'S DEPARTMENT.

1 head teamster, to be paid Sundays, \$2 per day.

POLICE.

1 captain \$1 75 per day ; 12 watchmen \$1 50 per day.

In the foregoing schedule are not mentioned the ordinary men, or persons belonging to the dispensary, and don't relate to mechanics, laborers, teamsters, &c., as many of whom may be employed, at the usual rate of wages, as the commandant may deem necessary.

No. 6.

NAVY YARD, WASHINGTON.

WASHINGTON, D. C., *June 20, 1859.*

SIR: On the 1st of June the board commenced its investigations at the Washington navy yard.

Captain Buchanan having but lately taken command, they have depended chiefly on Commander Turner to point out such abuses as may exist, or may be likely to exist, owing to any want of system in the present organization of the yard. Commander Turner, with an honest sincerity, left nothing undone to give the board every information they required ; and they were pleased, after going through the other yards and witnessing such a want of harmonious action, to find it existing in a good degree in the Washington navy yard.

One of the largest establishments in the yard is under the immediate control of an officer of the navy, (with other naval officers under him,) who may be said in fact to be the mechanical head of the department, and holds the same relation to his men as the master workmen do in other workshops. This department is conducted with perfect system, and is under strict discipline ; the result is, an establishment of this kind infuses a spirit in surrounding shops which is taken up or finds its way into other departments of the yard. This, added to a constant intercourse between the master workmen and the naval authority, to whom the latter have to go direct for anything they may require in their respective departments, has placed matters on a very fair military footing.

There is no constructor's department in this yard, nor any permanent civil engineer's establishment, which accounts, in a great measure, for the absence of many of those irregularities existing in some of the other yards. Ships are only occasionally built here, and the construction of buildings is done under the supervision of Mr. Sanger, the chief civil engineer, who is so identified with the navy that he has its best interests at heart, and would not lend himself to any abuse.

The result is a military organization, or as near an approach to it as can be found under the present system. Every requisition in the yard goes through the executive officer direct to the commandant—every workshop visited daily by the executive officer or first lieu-

tenant; the work going on inquired into and all information promptly given by master workmen and foremen. The prices of articles are compared with previous work, and it is believed that everything is conducted, as far as it can be under the present system, with a due regard to economy and efficiency.

The naval engineer's department is not, however, arranged as it should be. At present he has a nominal supervision only over the engines and boilers under construction, and over the steam engines generally, whereas he should have the entire charge (under the commandant) of all steam engines and their dependencies, machine shop, the casting, moulding, &c., and hold the same position as it is proposed shall be held by the naval engineers in the Boston, New York, and Norfolk yards; bringing all the departments connected with steam under one mechanical head, who can see that proper men are selected to perform certain duties.

Although the present engineer has been attached to this yard five or six years, he does not feel that his authority allows him to select a single mechanic, though he is held responsible for the faithful performance of the work, and for an economical expenditure of the appropriations. As an instance of how wrong the policy is of giving master workmen or foremen the power of saying "how many" and "what men" shall be employed, the naval engineer testifies that, owing to the number and incompetency of some of the men employed, the Minnesota's boilers cost \$15,000 or \$20,000 more than a pair of the same kind furnished to the government by Merrick & Sons—all of which was caused by the engineer not possessing the power to discharge an incompetent foreman. An expense not quite so great has lately occurred in the construction of the boilers for the steamer Pensacola, owing to mistakes committed by the boiler-maker and his careless manner of performing his duties. The engineer admits that he had not sufficient control to prevent this unnecessary expenditure of money.

The naval engineer of this yard feels himself competent to direct all the various operations of a machine-shop, having worked twenty-one years in machine and boiler shops before he entered the navy, and seventeen years of his life have been passed superintending like employment under the government.

In view of the great expense and inconvenience attending the building and equipping of ships at a point so distant from the sea, and the delays consequent on the difficulties of navigation in getting ships to sea after they are built, it is recommended by the board that this yard shall be used altogether for manufacturing anchors, cables, steam engines and boilers, copper rolling, copper bolts, ordnance material of all kinds, including guns of different calibres, and all the *et ceteras* which are now being made at the yard; and they strenuously recommend that no more vessels of war be built here, and they further recommend that all departments connected with the construction of ships be suspended.

The ordnance department at this yard differs from the establishments, so called, in other yards. The object for which it was originally started under Commander Dahlgren was for making experiments of all kinds in regard to any matter relating to ordnance equipments

and the improvement of ordnance generally ; but so much has the time of the ordnance officer been taken up of late with administration and detail duties, that the experimental duty has been neglected almost altogether. So much unnecessary form has grown up, that, by attention to the details of his office, his time cannot be devoted to what is considered the most important part of his duty.

Considering that the primary purpose of this establishment was an experimental one, the officer in charge should be allowed full scope to investigate such questions as he may think necessary, and the largest latitude should be allowed with a due regard to the efficiency of this important branch of the naval service.

The ordnance officer cannot possibly be expected to attend to the experimental part of his duty until relieved from the multiplicity of forms by which he is surrounded.

In the adoption of guns for the naval service, the character of equipments, and all the knowledge necessary to be obtained on so important a subject, the government cannot extend too much liberality towards a department on the proper organization of which depends our future success in naval warfare. We may spend millions in ships and steam engines, and have the best officers and seamen in the world, but if the principal means of annoying an enemy are defective, the ships are almost useless ; or, if the guns are perfect, and sufficient attention has not been paid to obtain all the knowledge requisite for their complete management, a large degree of responsibility will rest somewhere. So rapid are the changes going on in ordnance matters, and so great are the improvements in foreign navies that it requires all the time, with the small means at the disposal of an experimental ordnance officer to make even an approximation to the wants of the navy. At the same time, the board are of opinion that as far as the character of our ordnance and the quality of its material is concerned, we are equal, if not superior, to any navy afloat. For this superiority, if it does exist, we are in a great measure indebted to the officer in charge of the experimental department in the Washington yard. Some of the officers in charge of the Bureau of Ordnance have aided and encouraged this officer in every way, by giving him the largest latitude, which it would be well still to extend to him. He should be relieved from useless forms, the organization of his department left entirely to himself, and the experimental part of it detached from all connexion with the yard.

No one officer of the navy has had more experience, or devoted more time to the subject of ordnance, ordnance equipments, and improvements in guns generally than the present experimental officer ; and, as the subject is one of deep interest to him, and he could explain his own views better than could be done by the board, they recommend that any ideas he may suggest for the improvement of his department be carried out as far as it may be practicable.

The board think it would be advantageous to the navy if a number of clever young officers should go through a course of experimental instruction under the present ordnance officer of the Washington yard, for the purpose of transmitting the information they may obtain to those growing up under them, and it is recommended that he may be enabled to secure the service of such officers as may make themselves

conversant with the duty, and who should not be detached from the duty at any time when it might interfere with the efficiency of the department.

In connexion with this subject, the board do not consider it out of order to draw your attention to the fact that, with the beautiful arms that we have in the service, there is no system of teaching adopted in our navy by which more than a moderate degree of efficiency can be obtained for want of a practice-ship, and they mention the circumstance without making any further suggestions on the subject.

In conclusion, it is recommended that the ordnance department of the yard be first organized as an originating department, giving such an extension to each part of it as the wants of the service may require. It should furnish a portion of the supplies to the navy, and the standard of similar supplies to be made elsewhere. The officers should serve on the shore duty only after having served in the practice-ship; and it is important that they should be *required* to serve on shore after service in the practice-ship. From the class of men instructed after the requirements of the experimental department qualified captains of guns, gunners, boatswains, and other warrant officers, besides many advantages known only to officers of the navy, would grow up at once from such an establishment.

To relieve the experimental officer from all care and responsibility of the stores and a large portion of the administrative duties of his office, it is recommended that a naval officer be appointed under the experimental officer, who shall take charge of all material after it is manufactured, keep all the books connected with the ordnance department, make out and sign invoices, &c., and give such receipts as may be required, and that the clerical force necessary for this purpose be taken from the number now employed in the experimental department.

The plan of mustering the men is as defective here as it is anywhere in respect to the master workmen not attending to muster, otherwise it seems to be as well conducted as it can be under the present system. No abuses are complained of by the officers.

The storekeeper's department is in good order, and the present storekeeper has the reputation of attending faithfully to his duties, and is spoken of personally by the officers of the yard in high terms. His department is conducted economically as well as efficiently.

The police of the yard is not considered good, some old and inefficient men being employed, and the power of appointing the watchmen is not vested in the commandant, a rule that prevails in this yard only. The police have no designating mark, and do not present a respectable appearance.

The master workmen are, generally speaking, long-trying, faithful, and efficient men. The boiler-maker, however, must be considered one of the exceptions on the score of efficiency, much complaint having been made against him by the naval engineer for careless workmanship, inattention to duty, and employing more men than were absolutely necessary, by which the boilers of one ship cost some \$15,000 more than a pair of the same kind furnished by a private establishment.

The board, therefore, recommend that he be dismissed from his present position.

The master joiner is also another exception. Not having a proper appreciation of the military authority of the yard, he is not considered a fit person to hold a position therein, and the board recommend that he be removed.

The general organization of this yard is better than is usually to be found in navy yards, and no doubt is as good as can be found under the present system. The general appearance of the yard is good, public property seems to be well taken care of, and the fire department, barring too much noise, seems to be in excellent condition.

When the new fire-plugs are finished the entire property in the yard will be in very little danger from fire. There are, however, no hook and ladder trucks, and the men are not stationed in hook and ladder companies.

In conclusion, the board are of the opinion that this yard could be brought into a very good state of discipline; but to enable the commandant to make it entirely an efficient and economical establishment, the board recommend that he be supported firmly in removing any one who is not willing to subscribe to the rules and regulations of the yard, who is in any way inefficient in the performance of his duty, or who has in any manner rendered himself obnoxious to the authorities of the yard.

We have the honor to be, very respectfully, your obedient servants,

F. H. GREGORY, *Senior Officer.*

G. J. VAN BRUNT, *Captain.*

C. H. POOR, *Com'dr U. S. Navy.*

JOHN R. TUCKER, *Com'dr U. S. Navy.*

DAVID D. PORTER, *Lieutenant.*

Hon. ISAAC TOUCEY, *Secretary of the Navy.*

List of master workmen, clerks, writers, and others, which the board recommend should be employed in the Washington navy yard:

COMMANDANT'S OFFICE.

One clerk, \$1,200 per annum; one clerk, \$960 per annum; one porter, \$456 per annum; one messenger, \$700 per annum.

ORDNANCE DEPARTMENT.

One clerk, \$3 25 per day; one draughtsman, \$3 per day; one writer, \$2 50 per day; one foreman of brass foundry, \$2 75 per day; one foreman of gunners, \$2 25 per day; one foreman of laboratory, \$2 25 per day; one foreman of ordnance, \$3 per day; two foremen of ordnance, each, \$2 50 per day; one pyrotechnist, \$1,500 per annum; one keeper of magazine, \$480 per annum.

COMMANDER'S OFFICE.

One messenger, \$1 25 per day.

LIEUTENANT AND MASTER'S OFFICE.

One writer, \$2 per day ; one messenger to attend the offices of purser and civil engineer also, \$1 25.

The offices of boatswain and gunner to be filled by officers of the Navy.

MASTER OF THE YARD.

Two master's mates to assist the master laborer to look after the yard laborers ; one at \$3 and the other at \$2 per day.

MASTER WORKMEN.

One master chain-cable and anchor maker, \$1,250 per annum ; one superintendent of forge shop, &c., \$3 50 per day ; three foremen, \$3 12 per day ; two foremen of chain-cable shop, \$3 12 per day ; one master tank-caboose maker, \$1,250 per annum ; one foreman copper refiners, \$3 25 per day ; two foremen, \$2 81 per day ; one foreman brass founders, \$2 81 per day ; one master joiner, \$3 50 per day ; one foreman to work with tools, \$3 per day ; one master painter, \$3 per day ; 1 foreman of carpenters, \$3 12 per day ; one foreman of sawyers, \$2 50 per day ; one foreman of wheelwrights, \$2 81.

STEAM ENGINEER'S DEPARTMENT.

One naval engineer, \$2,000 per annum ; one draughtsman, \$3 per day ; one writer, \$2 per day ; one attendant in office, \$1 25 per day ; one master machinist, \$1,500 per annum ; one foreman, \$3 per day ; one foreman, \$2 81 per day ; one foreman pattern shop, \$3 per day ; one foreman boiler makers, \$3 per day ; one foreman iron founders, \$3 per day ; one foreman copper-rolling mill, \$3 per day ; one assistant engineer, \$2 25 per day ; one assistant engineer, \$2 per day.

The chief naval engineer is to have charge of all the engines and machines in the yard worked by steam, to keep them in good order, and repair and see that proper men, and no more than are necessary, are employed. He is to superintend the manufacture of all articles in the above departments, the construction and fitting of steam engines, and all matters coming within the duties of an engineer. Upon the commandant's approval he will answer all requisitions in the several departments, and render to each accurate accounts of costs, &c. The number of firemen, &c., to be regulated by circumstances.

CIVIL ENGINEER'S DEPARTMENT.

One civil engineer ; one clerk, \$2 per day ; one inspector, \$2 per day ; one messenger, \$1 25 per day ; one foreman of masons, \$3 12 per day.

One quartermaster of masons to every thirty men, and such additional quartermasters as the civil engineer, with the commandant's sanction, may deem necessary.

The quartermasters to receive 25 per cent. addition on first class journeyman's pay, provided it does not exceed 50 cents per day.

Clerk of the yard, \$1,200 per annum ; one check clerk, \$2 per day ; one writer, \$2 per day.

STOREKEEPER'S DEPARTMENT.

One chief clerk, \$1,200 per annum ; one second clerk, \$900 per annum ; one writer, \$2 per day ; one receiver, \$1,75 per day ; one receiver, \$1,25 per day.

TEAMSTERS.

One head teamster, to receive pay on Sundays, \$2 per day.

POLICE.

One captain, \$1 75 per day ; twelve watchmen, \$1 50 per day.

In the foregoing list the ordinary men and persons belonging to the dispensary are not included ; nor are mechanics, laborers, teamsters, &c., as many of whom shall be employed at the usual rates as the commandant may deem necessary.